

**City of Cleveland**  
**Operations Improvement Task Force**  
**Final Report**

Copyright, July 1980 by the Operations Improvement Task Force. No part of this book may be reproduced in any manner whatsoever without written permission. Price Ten Dollars.

Cleveland Public Library

Operations Improvement Task Force  
Office of the Mayor  
City Hall  
Cleveland, Ohio 44114  
(216) 664-3363

July 1980

**EXECUTIVE COMMITTEE**

**Chairman**  
E Mandell de Windt

**Vice Chairmen**  
Claude M. Blair  
Carole Hoover  
Stanley C. Pace

**Members**  
Frederick K. Cox  
Dr Nolen M. Ellison  
Fr Marino Frascati  
Robert E. Hunter  
Joseph A. Kocab  
Sebastian Lupica  
Charles McDonald  
Dr Ruth Miller

The Honorable George V. Voinovich  
Mayor, City of Cleveland  
City Hall  
601 Lakeside Avenue, N.E.  
Cleveland, Ohio 44114

Dear Mayor Voinovich:

It is a pleasure to present to you the final report of the Operations Improvement Task Force. This document summarizes our findings and recommendations covering general observations as well as specific proposals to help administrators improve operational effectiveness in the City of Cleveland. When implemented, these changes will provide substantial financial benefits and will result in improved service delivery systems for all taxpayers.

This project has expanded vital channels of communication between the public and private sectors. Without the cooperation of the city's employees, the progress achieved would not have been possible. In addition, task force members have developed a better understanding of the complex problems of municipal government management through their work with agency officials.

Sponsorship of this program represents a considerable contribution of time, effort and money by the city's business, foundations and community organizations. The magnitude of this support indicates that the sponsors share your desire to revitalize government operations in Cleveland. However, the actual benefits realized from the task force effort will depend on the effectiveness of implementation. While council action is required in many instances, the major responsibility for implementing our proposals rests with your administration. In this effort, you can be assured of continued support and cooperation from the task force sponsors and participants.

Sincerely,

*E. M. de Windt*

E. Mandell de Windt

*Robert E. Hunter*

Robert E. Hunter

# Operations Improvement Task Force

## Executive Committee

E. M. de Windt, Chairman  
Claude M. Blair, Vice Chairman  
Carole Hoover, Vice Chairman  
Stanley C. Pace, Vice Chairman  
Frederick K. Cox  
Dr. Nolen M. Ellison  
Fr. Marino Frascati

Robert E. Hunter  
Joseph A. Kocab  
Sebastian Lupica  
Charles McDonald  
Dr. Ruth Miller  
John W. Hushen, Coordinator

## Ways and Means Committee

E. M. de Windt, Chairman  
Claude M. Blair  
Harry J. Bolwell  
John T. Collinson  
William J. De Lancey  
John J. Dwyer  
George J. Grabner  
Robert D. Gries  
Ray J. Groves  
Roy H. Holdt  
Allen C. Holmes

William E. MacDonald  
Morton L. Mandel  
Charles McDonald  
Arthur B. Modell  
Stanley C. Pace  
Patrick S. Parker  
Samuel K. Scovil  
Herbert E. Strawbridge  
Hays T. Watkins  
M. Brock Weir  
Alton W. Whitehouse, Jr.

## Operating Committee

Robert E. Hunter, Chairman  
Stanley S. Czarnecki  
Robert W. Hartwell

James J. McGowan  
Gustav E. Schrader

## Staff Consultants

Warren King and Associates, Inc.

## Logistical Support

Governmental Research Institute

## Office Staff

Ellie Duvall, Manager  
Joyce Fair  
Christopher Rudolf

Nancy J. Stevenson  
Angelia Thornton

## Study Team Leaders

Stanley S. Czarnecki  
Robert W. Hartwell

James J. McGowan  
Gustav E. Schrader

## Study Team Members

Domenic Acciari	R. H. Kelly
John Alter	Walter J. Kelly
Robert J. Anthony	Pete Kennedy
Theodore Barger	Walter J. Kieta
Mitch Barry	Robert F. Kirschner
Frederick W. Bartz	Jack J. Kucler
Roger C. Bauza	Larry Kuzila
Andrew Belavic	Richard A. Labas
M. R. Beniard	Bob Lang
Terry Bennett	Victor Levy
John V. Biernacki	C. Richard Lezius
William P. Blakeway	Robert P. Lias
Larry Brehm	Jack McKeown
Abraham Brickner	Jeffrey S. Markman
Ken Brown	James H. Marstellar
Edward Butler, Jr.	Arthur B. Martin
Joseph I. Cline, Jr.	Richard Merschman
John G. Cottrill	Margaret N. Mitchell
Harry S. Cox	Peter Musselman
Vincent A. D'Orazio	Jack Moolalem
William R. Daberko	Vernon K. Nielsen
William Day	James F. X. O'Reilly
James E. Dick	Richard O'Rourke
Mike Distransky	Tom Osters
Richard W. Drake	H. L. Perkins
John Ferguson	Doris Peters
Joseph E. Ferrari	William H. Petrarca
Robert Freeman	John D. Petric
Bernard J. Gleason	John R. Pinardo
James R. Glynn	George L. Pinchak
C. J. Hanna	John S. Revilock
Ronald Harshman	Sara K. Robeck
George Hauer	Dr. Douglas Rowland
Harry G. Hawkins	John E. Satanek
John Healy	Clarence H. Sleeman
Lewis R. Hubbard	Thomas J. Smith
Raymond W. Hussey	Donald A. Thomas
Dale Janda	Philip T. Tobin
Melvin W. Johnson	Andrew D. Toth
Neil A. Johnson	Richard Turnbull
Wendell R. Johnson	Ben Waddington
James K. Jorgenson, Jr.	James W. Webb
Joseph P. Juratovac	Robert Williams
Donald G. Kasner	David A. Wright

# Sponsors

The AAV Companies  
A-Best Products Company  
Acme-Cleveland Corporation  
Ronald Adams & Associates  
Adler, Galvin, Rogers, Inc.  
Admiral Title Agency, Inc.  
Advance Industrial Brushes  
Advance Plating Company  
Alcan Aluminum Corporation  
Alpha Tool and Mold  
Amalgamated Clothing & Textile Workers  
American Greetings Corporation  
American Institute of Architects  
American Metal Treating Company  
American National Bank  
Ameritrust Company  
Arthur Andersen & Company  
Apartment & Home Owners Association  
Apex Paper Box Company  
Arter & Hadden  
Atlas Steel Products  
The Auer Register Company  
The Austin Company Foundation  
Austin Finishing Company  
Automation Fastening Company, Inc.  
B&B Wrecking & Excavating, Inc.  
B-R Industries, Inc.  
Baker, Hostetler & Patterson  
BancOhio/Capital National Bank  
Beach Security Service  
Beef Coral  
Best Metals Company  
Bick, Fredman, Schatel & Schneider, Inc.  
Bohme & Blinkmann, Inc.  
The Bolton-Pratt Company  
Bond Court Hotel  
Booz-Allen & Hamilton, Inc.  
Bowden Manufacturing Corporation  
Brewer-Chilcote Company  
The Broadview Savings and Loan Company  
Bobbie Brooks, Inc.  
E.B. Brown Optical Company  
Broken Wheel Auto Parts  
Burke, Haber & Berick  
C & W Grinding, Inc.  
CWC Industries, Inc.  
Calfee, Halter & Griswold  
Call & Post  
Cardinal American Corporation  
Cardinal Federal Savings & Loan Association  
Care-A-Van, Inc.  
Case Western Reserve University  
Catholic Diocese of Cleveland  
Charles M. Ciuni, CPA  
Chessie System  
Citizens Federal Savings & Loan Association  
Cleveland Area Board of Realtors  
Cleveland Ball Bearing Company  
Cleveland Browns, Inc.  
Cleveland Building & Construction Trades Council  
The Cleveland Builders Supply Company  
The Cleveland-Cliffs Iron Company  
Cleveland Clinic Foundation  
The Cleveland Electric Illuminating Company  
Cleveland Federal Savings and Loan Association  
The Cleveland Foundation  
The J. Clytel Manufacturing Company  
Cohen & Company  
Cole National Corporation  
Cook United, Inc.  
Council of Smaller Enterprises  
Crucible Steel Casting Company  
Curilla Associates  
Cushman & Wakefield of Ohio, Inc.  
Custom Clutch & Joint, Inc.  
The Cuyahoga Savings Association  
Dalton-Dalton-Newport  
Nathan L. Dauby Foundation  
Davy, Inc.  
The Decker-Reichert Steel Company  
Deloitte, Haskins & Sells  
DeSantis Coatings, Inc.  
Detroit Auto Parts, Inc.  
Diamond Shamrock Corporation  
Digitrends, Inc.  
Joseph P. Ditchman, Jr.  
Dix & Eaton, Inc.  
The East Ohio Gas Company  
Thomas W. Easton's Sons, Inc.  
Eaton Corporation  
Eden Financial, Inc.  
Efficient Screw  
A. E. Ehrke & Company  
Fred F. Eiseman Company  
Electra Sound, Inc.  
Electralizing Corporation of Ohio  
Ellsworth Cabinet Shop  
The Empire Plow Company, Inc.  
Encore Manufacturing Corporation  
Ernst & Whinney

Euclid National Bank  
Even-Cut Abrasives  
Fabric-Centers of America, Inc.  
Federal Lime & Stone Company  
Federal Reserve Bank of Cleveland  
Federation for Community Planning  
The Ferra Machine & Tool Company  
Ferro Corporation  
Fincum-Mancini Court Reporters  
First Bank National Association  
First Federal Savings and Loan Association of Cleveland  
First Federal Savings and Loan Association of Lakewood  
FitzSimons LeGrand  
Ford Motor Company  
Forest City Enterprises, Inc.  
J. L. Foti Construction  
The Harry K. Fox and Emma R. Fox Charitable Foundation  
Frankel Stores, Inc.  
Ben Franklin Press  
Friedman, Kovacs & Agnello  
Robert Friedman Associates  
Friend's Ornamental Iron Company, Inc.  
Fulton & Goss, Inc.  
General Electric Company  
General Metal Heat Treating, Inc.  
General Motors Corporation  
Goldfish Uniform Store, Inc.  
Gould, Incorporated  
Governmental Research Institute  
Graphic Laminating, Inc.  
Gray Drug Stores, Inc.  
Great Lakes Supply Company  
Greater Cleveland Growth Association  
Greater Cleveland Hospital Association  
Gregory, Inc.  
Lucile & Robert H. Gries Foundation  
The George Gund Foundation  
Halle Brothers  
The Hanna Mining Company  
Harris Publishing Company  
Harrington Electric Company  
The Hauser-King-Marford Company  
Hauserman, Inc.  
Hi-Star Casting Company, Inc.  
Higbee Company  
Holden Electric Company, Inc.  
Home Federal Savings & Loan Association of Lakewood  
The Horsburgh & Scott Company  
Hotel, Motel & Restaurant Employees and Bartenders Union Local No. 10

Edward Howard & Company  
Hutco Electric, Inc.  
IBM Corporation  
Independent Savings Association  
Industrial Construction Company, Inc.  
Inland Refractories Company  
Insurance Underwriters Inc.  
International Union of Electrical, Radio & Machine Workers (AFL-CIO)  
International Union of Operating Engineers  
Interstate Diesel Service, Inc.  
The Jewish Community Federation of Cleveland  
Jones, Day, Reavis & Pogue  
Jones & Laughlin Steel Corporation  
Jubilee Catering, Inc.  
The Judson-Brooks Company  
The Junior League of Cleveland, Inc.  
K & P Machining Company  
William B. Kemme  
Kotecki Monuments, Inc.  
The Lamson & Sessions Company  
The Leader Mortgage Company  
Leaseway Transportation Corporation  
Leimkuehler Inc.  
Lezius-Hiles Company  
Life Systems, Inc.  
Lintern Corporation  
Lith-O-Kraft Plate Co., Inc.  
Lowe Chemical Company  
The Lubrizol Corporation  
MTD Products, Inc.  
Magnetics International, Inc.  
The Mandate Corporation  
Marquardt Brothers & Company, Inc.  
The Marsh-Allen Manufacturing Company  
Massachusetts Casualty Insurance Company  
The Master Products Company  
C. A. Litzler Company, Inc.  
The S. Livingston Mather Charitable Trust  
The May Company  
McDonald & Company  
McDonald Equipment Company  
Meat Cutters District Union 427  
Meistergram, Inc.  
William M. Mercer, Inc.  
Metro Relocation Services  
Midland-Ross Corporation  
Midland Electric Company  
Midsco, Incorporated  
Midwest Bank & Trust Company  
The Millcraft Paper Company  
Mooney Chemicals, Inc.  
Morgenthaler Associates  
Nassal and Rogell, Inc.

National City Corporation  
National Paper & Packaging Company  
Northeastern Ohio Inter-Museum Council  
The Oatey Company  
Oglebay Norton Company  
The Ohio Bell Telephone Company  
Ohio Counting Scale Inc.  
Ohio Envelope Manufacturing Company  
Ohio Music Corporation  
The Ohio Savings Association  
Olivet Institutional Baptist Church  
The Oscar Plumbing & Heating Company  
Ostendorf-Morris Company  
Overseas Packing Inc.  
P & S Ambulance Services Inc.  
Painters District Council No. 6  
Paramount Distillers, Inc.  
Paran Management Company  
The Park Investment Company  
Park View Federal Savings & Loan Association  
Parker-Hannifin Corporation  
J.R. Parsons, Inc.  
Peat, Marwick, Mitchell & Co.  
Pearsol Corporation  
Peoples Savings & Loan Association  
Pickands Mather & Company  
Piks Corporation  
Pinkney-Perry Insurance Agency  
Pioneer Manufacturing Company  
Pipe Fitters Local 120  
Plumbers Pipe & Supply  
Preisler Lumber  
Price Waterhouse & Company  
Prince & Izant Company  
Printing Industries Association of Northern Ohio, Inc.  
Propak Corporation  
Production Finishing Company  
The Pyramid Tool & Die Company, Inc.  
Refrigeration Sales Corporation  
Reliance Electric Company  
Republic Steel Corporation  
A. J. Rose Manufacturing Company  
F. W. Roberts Company  
Rose Metal Industries, Inc.  
The Rupp Forge Company  
SCM Corporation  
S & H Management Company  
S. Barker's Sons Company  
The Scott & Fetzer Company  
Sears, Roebuck and Company  
Security Federal Savings & Loan Association  
Service Asphalt Company  
Sherwin-Williams Company  
Shrimp Boat, Inc.  
Sindell, Sindell, Selker, Rubenstein, Einbund & Pavlik  
Nicholas C. Siropolis  
Society National Bank of Cleveland  
Speed Exterminating Company  
Squire, Sanders & Dempsey  
The Standard Oil Company (Ohio)  
The State Chemical Manufacturing Company  
The State Savings and Loan Company  
Stouffer Corporation  
Superior Bindery  
Superior Screw Products Company  
Teamsters Joint Council No. 41  
Techniweld, Inc.  
Tempcraft Tool & Mold, Inc.  
Thompson, Hine and Flory  
Touche Ross & Company  
Towers, Perrin, Forster & Crosby  
Transit Corporation  
William Treuhaft Foundation  
The Tremco Foundation  
TRW Inc.  
TV Guide Magazine  
Union Carbide Corporation  
Union Commerce Bank  
Union Savings Association & United Savings Association  
United Screw and Bolt Corporation  
United Way Services  
Universal Grinding Corporation  
Universal Mortgage Services  
VRC Incorporated  
Van Dorn Company  
Van Hala Industrial Company  
Warner Storage Inc.  
Warner & Swasey Company  
Washington Federal Savings & Loan Association  
White Consolidated Industries, Inc.  
S. Wilkoff & Sons  
Women's Federal Savings & Loan Association  
The Woodhill Plating Works Company  
Whitley & Whitley, Inc.  
Arthur Young & Company  
James A. Young  
Xerox Corporation

# Introduction

When Mayor George V. Voinovich took office in November 1979, he was fully aware of Cleveland's critical financial condition. In addition, he realized the city faced many difficult operational problems although their seriousness was still undetermined. To identify the magnitude of these problems and recommend practical solutions, Mayor Voinovich asked local business, service and community organizations for assistance. As a result, the Operations Improvement Task Force was established to conduct a broad review of the city's administrative and management functions. The goal of the task force was to help improve the quality of life for the people of Cleveland by making local government more responsive to citizen needs. In its statement of responsibilities, the task force was directed to:

- Identify immediate opportunities for increasing efficiency and improving cost effectiveness that could be realized by executive or administrative order.
- Suggest managerial, operating and organizational improvements for immediate and long-term consideration by the Mayor and City Council.
- Pinpoint specific areas where further in-depth analysis could be justified by potential short-or long-term benefits.

## Task Force Organization

E. Mandell de Windt, Chairman of the Board and Chief Executive Officer of Eaton Corporation, was asked to chair a 12-member Executive Committee comprised of business and community leaders. This policy group, assisted by a Ways and Means Committee, was responsible for recruiting the volunteer management specialists to staff the task force, as well as providing the financial resources necessary to support the project. Cleveland corporations and organizations made available 89 of their best, most experienced people, for a 12-week assignment. This constituted one of the largest groups of private sector executives ever loaned to a city administration on a full-time basis.

Financial support for the project came entirely from the private sector. The Cleveland Foundation contributed \$150,000 and The George Gund Foundation \$100,000 while more than \$600,000 was donated by the business community and other organizations, both large and small.

Robert E. Hunter, retired Chairman of the Board and Chief Executive Officer, Weatherhead Company, assumed responsibility for directing task force activities by serving as Chairman of the Operating Committee. Warren King and Associates, a Chicago-based management consulting firm, was retained to provide specialized counsel in the organization of the task force and direction of its overall operations. Logistical and additional staff support was supplied by the Governmental Research Institute of Cleveland.

To conduct the necessary reviews of key departments and functions, as well as document findings, the task force was divided into four teams, each headed by an experienced private sector administrator. James J. McGowan, Vice President, The Ohio Bell Telephone Company, directed the general government team. Stanley S. Czarnecki, Vice President-Assistant Secretary,

Acme Cleveland Corporation, assumed responsibility for the city's protective service agencies. Robert W. Hartwell, Vice President, The Cleveland Cliffs Iron Company, headed the team reviewing health, utilities and community development functions while Gustav E. Schrader, Equipment Group Vice President for Manufacturing and Technology Services, TRW Inc., coordinated the study efforts involving the Departments of Public Properties, Public Service and Port Control.

The study phase of the program extended over 12 weeks, beginning in mid-January. City employees contributed significantly to this effort by discussing their operations with task force members and offering suggestions for improvement. As the review of each department, commission and office was completed, recommendations were drafted for consideration by the Operating Committee comprised of Mr. Hunter, the four team leaders and the program consultants. Approved report drafts were carefully edited, then reviewed again by the team leaders to ensure content accuracy. Recommendations also were discussed verbally with agency heads to encourage further input and provide an opportunity to initiate implementation. With the full support of the Mayor, action on several of the proposals started before the end of the study period.

## Financial Investment

It must be understood that millions of capital and expense dollars must be invested before the city can realize the savings and additional revenues projected by the task force. In fact, the Urban Institute in Washington completed its study of Cleveland's capital plant in 1979 and reported that the city "now faces a backlog of some \$700-million in basic improvements to its infrastructure system." They found that like many large urban centers in the northeast and midwest, Cleveland possesses an aging capital stock and many facilities that have exceeded their expected service life or have become functionally obsolete.

The city water and sewer systems, bridges and streets require major repair to bring them up to standard. Task force proposals identify specific annual costs to the city for improvement of the water system and bridges to be \$47-million annually over the next 10 years (\$41-million for water — \$6-million for bridges). Another \$26-million annually would be required from state and federal agencies over the same period for bridge repairs.

One-time city expenditures of \$8-million will be necessary to:

- Provide a back-up interconnect system between Muny Light and CEI (\$3.1-million).
- Complete the renovation of unoccupied space in City Hall (\$3-million).
- Upgrade electrical substation equipment (\$1.6-million).
- Replace substandard traffic signals (\$320,000).

A one-time federal expenditure of \$2-million is recommended to provide an integrated traffic control system.

## Financial Benefits

It must be understood that it may take four or five years to realize the financial benefits derived from task force recommendations. Calculations were based on fiscal 1979 appropriations. Where personnel changes are

proposed, related savings or costs were computed from the midpoint of the appropriate salary range plus 28% to cover fringe benefits. If improved cash flow was anticipated for Cleveland, an annual interest rate of 10% was used.

Financial benefits have been classified as either annual or one-time. Savings estimates are based on proposed reductions in current operating expenses or anticipated changes in appropriated funds not presently in use. Income is the generation of new or increased funds resulting from improved investments, sale of assets, higher service fees and improved billing and collection procedures for city services, such as utility bills, health center services, emergency ambulance service and parking violations.

Proposals to raise fees have been restricted to areas where a specific user group is the recipient of a government service. Furthermore, the recommended increase has been limited to the amount of money required to recover actual costs of providing the service.

It is anticipated that the full implementation of task force recommendations will produce additional income to the city, if:

- The generation of new or increased revenues reach projected levels.
- Savings resulting from more streamlined and efficient government operations reach anticipated goals.
- Prompt action is taken by City Council where needed.

Assuming that the above happen, and taking into account the time required, annual benefits could reach \$57-million a year in city funds, plus a \$2-million reduction in federal expenditures for the city, while net one-time returns for the city might be as much as \$37-million.

## Recommendations

The content of this report summarize the task force recommendations affecting individual agencies of city government. Each proposal is supported by comprehensive backup files which will be helpful in expediting implementation.

In the process of digesting the report that follows, here are some important considerations:

- This is the task force report and is not a report dictated in any way by the city administration which requested it. A recommendation, included in this report, does not necessarily constitute approval by the council, administration or operating departments.
- All prior studies, such as the "Little Hoover" report, and the like have been reviewed and taken into consideration.
- There is no recommendation on length of term for the City Council as there is for the Mayor (four years), because no study of the council was requested or made.
- No suggestions regarding metropolitan government exist, because no study was requested or made.

- No tax recommendations will be found, since this area was not considered to be in the purview of the task force.
- The report lists 650 recommendations for improving government in Cleveland. Of these, approximately 88% can be implemented by executive action, many almost immediately. However, some are more complex and may require several years to accomplish. The balance, about 12%, will need City Council approval or an amendment to the city's charter.

The task force hopes the readers of this report will make every effort to understand the issues thoroughly before making final judgment on the validity of the proposals.

## **Business— Government Relations**

It is apparent that one of the overall benefits of the task force effort was the opportunity for interaction between the public and private sector. Even without any formal organization it became apparent that professional relationships established during the study phase will be maintained indefinitely to the benefit of the city and community as a whole. It is also intended that formal advisory committees of private sector groups be established in several areas where individuals with specialized knowledge could be of continuing assistance.

As an extension of this concept, the task force recommends that a program be established which would allow talented executives from business to serve in city government for a year. Such a plan could be patterned after "The President's Exchange Program" in which highly qualified individuals from business spend a year on the White House staff.

## **Implementation**

If all of the valuable time and effort that went into this project is to bear fruit, implementation is mandatory. The task force will assist by supplying specialized manpower and funding consistent with assuring earliest and greatest effectiveness from the recommendations made. In the final analysis, however, it is the Mayor, his administration, the council and city employees who are responsible for the implementation program. Broad community support is also absolutely essential. As Mayor Voinovich said: "Together we can do it."

# Contents

	Page
Office of the Mayor.....	1.
Office of Personnel.....	3.
Civil Service Commission.....	10.
Office of Budget and Management.....	13.
Data Processing.....	15.
Office of Consumer Affairs.....	17.
Community Relations Board.....	19.
Commission on Aging.....	20.
Department of Law.....	20.
Department of Human Resources and Economic Development.....	23.
Department of Finance.....	27.
Division of Accounts.....	29.
Division of Assessments and Licenses.....	35.
Division of the Treasury.....	36.
Division of Purchases and Supplies.....	39.
Income Tax Administration/ Central Collection Agency.....	49.
Division of Printing and Reproduction.....	54.
Sinking Fund Commission.....	55.
Boxing and Wrestling Commission.....	56.
Department of Public Safety.....	57.
Division of Police.....	59.
Division of Fire.....	73.
Emergency Medical Service.....	79.
Division of Traffic Engineering and Parking.....	83.
Division of Dog Pound.....	87.
Municipal Parking Lots.....	90.
Department of Public Health and Welfare.....	93.
Division of Air Pollution Control.....	95.
House of Corrections.....	97.
Division of Environmental Health Services ..	99.
Division of Health.....	102.
Department of Public Utilities.....	104.
Division of Water and Heat.....	106.
Division of Water Pollution Control.....	109.
Division of Light and Power.....	112.
Division of Utilities Engineering.....	116.
Division of Utilities Fiscal Control.....	118.
Department of Community Development.....	120.
Board of Building Standards and Appeals.....	128.
City Planning Commission.....	129.
Board of Zoning Appeals.....	131.
Department of Public Properties.....	131.
Division of Parks.....	135.
Division of Recreation.....	137.
Division of Markets, Weights and Measures..	140.
Division of Maintenance.....	142.
Division of Shade Trees.....	144.
Division of Design and Construction.....	145.
Division of Cemetery Maintenance.....	146.
Division of Public Auditorium.....	147.
Bureau of City Hall Building and Telephone Exchange.....	148.
Department of Port Control.....	150.
Department of Public Service.....	153.
Division of Architecture.....	154.
Division of Waste Collection and Disposal. .	155.
Division of Engineering and Construction..	158.
Division of Street Construction, Maintenance and Repair. ....	159.
Division of Motor Vechicle Maintenance. .	161.

# Office of the Mayor

The Mayor is the chief executive officer of Cleveland's government. Incumbents are empowered by law to appoint or remove agency heads as well as members of various commissions or boards.

## Present Operations

A total of 14 persons comprise the staff in the Office of the Mayor. The fiscal 1979 budget amounted to slightly over \$390,000. Three security officers serve on the staff but are budgeted to the Department of Public Safety. Three additional persons assist the Mayor but are assigned from other city departments.

The Mayor has a personal support staff of seven including three security officers. In addition, four executive assistants handle various functions in the office such as liaison with the private sector, grant coordination, press relations and office management activities.

An Administrative Executive Assistant serves as administrative liaison for city departments and functions also as advisor on relations with the private sector. An Executive Secretary to the Mayor serves as Acting Safety Director and as the Mayor's advisor on policy matters.

## Recommendations

Given the wide range of responsibilities assigned to this office, some functional realignments should be made to improve overall effectiveness. Various procedural changes are also needed as well as a formal records management program.

**1. Provide a four-year term for the Mayor and establish an appropriate transition period before inauguration.**

One of the major obstacles to effective government in Cleveland is the present length of the term of office granted the Mayor. Two years is too short since a new administration cannot hope to implement policies and prove their worth to the electorate in that brief a time. A related problem is the practice of inaugurating a new Mayor six days after election. Again, the time is too short for a successful candidate who will become the city's chief executive officer to pull together an effective support organization and become acquainted with city operations.

To remedy these substantial deficiencies, the city charter should be amended. In addition to establishing a four-year term of office, it should stipulate an inauguration date of January 1 to ensure an appropriate transition period between administrations. Implementation will give new government leaders the benefit of time to do the best job possible for the citizens of Cleveland. *Action Required: Charter.*

**2. Realign staff responsibilities.**

The Mayor is ultimately responsible for the operations of 16 agencies as well as 15 boards or commissions, representing a work force of some 10,500 and annual expenditures estimated at \$450-million. The organization of the Office of the Mayor must be structured to provide incumbents with timely management information and feedback on important administration programs. Currently, the Mayor is assisted by a personal staff of six — including three

security personnel — as well as three senior executive assistants and an Executive Secretary to the Mayor. The assistants respectively handle liaison with the private sector, grant coordination, press relations and office management functions. The secretary serves as Acting Safety Director and acts as the Mayor's policy advisor. A senior executive assistant is designated as Administrative Executive Assistant and functions as liaison with city departments and the private sector.

The current organization could be substantially improved by realigning assigned responsibilities more effectively. Under the proposed approach, the office would be divided into three major areas, each headed by a senior executive assistant. The recommended functional groupings would include:

- Service Operations/Political Liaison: Activities of eight service departments and 11 boards or commissions would be monitored in this area which would also be responsible for council and citizen group liaison.
- Internal Operations/Business Liaison: Five departments — Law, Finance, Personnel, Public Properties and Budget and Management — and seven boards or commissions would be grouped under internal operations. Relations with the private sector would be an additional responsibility.
- Government/Community Liaison: This would encompass dealings with federal, state and local officials as well as liaison with various ethnic, religious and minority groups.

A total of four junior executives would be designated as assistants with two assigned to Service Operations/Political Liaison. Another junior executive would handle public inquiries, aided by a staff of three information officers. In addition, a sixth assistant would function as the Mayor's press secretary. An office manager should be appointed and this person should supervise all clerical functions required of the Mayor's staff. *Action Required: Executive.*

### **3. Require weekly briefing reports from agency heads.**

A good deal of the Mayor's time is taken up with oral discussions of city operations. This is time-consuming and does not provide him with adequate documentation for follow-up. Therefore, a policy should be instituted which would require agency heads to prepare briefing reports in advance of the Mayor's weekly cabinet meetings. This would provide an effective vehicle for reporting vital information on a regular basis. *Action Required: Executive.*

### **4. Install a records management system.**

At present, it looks as though the city has never destroyed a record. The complete absence of control mechanisms has resulted in a massive proliferation of stored documents, many of which are totally useless. The Office of Records Management should be activated to administer an effective, comprehensive records management system for the city. The objectives would be to:

- Examine all records and documentation practices in city agencies.
- Establish appropriate policies on retention, microfilming and purging.
- Ensure adequate access to public documents.

- Provide proper facilities for centralized storage of city records.
- Institute a forms control program to reduce the proliferation of papers processed by various city agencies.

Based on industry experience, the one-time cost of a comprehensive system would amount to \$240,000. Using current expenditure levels, the net annual savings should be at least \$948,000. *Action Required: Executive.*

#### **5. Improve mail handling in the Office of the Mayor.**

Currently, too much time is spent by staff each day sorting, logging and distributing official mail which ranges from 150 to 200 pieces each day. The time involvement could be reduced considerably, using the following methods:

- Mail should be picked up by a clerk and taken to the Office of the Mayor.
- Items would be opened, dated and sorted for distribution to the appropriate areas by the Office Manager.
- Distribution would be handled by another clerk while logging in items would become a responsibility of the persons receiving mail.

*Action Required: Executive.*

#### **6. Implement procedures for processing inquiries and complaints.**

Procedures for handling inquiries or complaints received by the Office of the Mayor should be formalized and improved. As indicated in another recommendation, all public inquiry functions should be assigned to one of the junior executive assistants. Appropriate information should be recorded on a standard form when the request is not made in writing. The assistant will be responsible for referring the matter to the proper agency or individual for reply. Some type of response should be provided within a maximum of 10 days. The assistant should provide the Mayor with a monthly summary of activities. *Action Required: Executive.*

## **Office of Personnel**

This office is charged with administering a variety of personnel activities related to the management of the city's work force. Benefit plans, health and welfare programs, equal employment and affirmative action as well as employee safety, unemployment and workers' compensation are included within its range of duties.

### **Present Operations**

As chief operating officer, the Director of Personnel manages a staff of 26 full-time employees. The fiscal 1979 budget amounted to almost \$565,000. The Office of Personnel is considered part of the Office of the Mayor and its director serves as an executive assistant to the city's chief executive. Personnel activities encompass the following areas: interviewing and recruiting; unemployment compensation; employee benefits; new employee

orientation; equal employment opportunity; accident control; workers' compensation; and labor relations.

## Recommendations

The office is not carrying out traditional and necessary personnel functions for the city. Rather, it acts as a large clerical activity, generating various records on Cleveland's work force.

### **7. Restructure the Office of Personnel.**

As presently constituted, the Office of Personnel is not supplying effective services to the city to ensure efficient management of its employees. A number of vital functions are either lacking or carried out in an inconsistent manner.

Cleveland must have a professionally staffed personnel organization to interface with other departments and assist them in developing a qualified work force for the city. As illustrated by the chart of the proposed Office of Personnel shown to the right, the Director of Personnel would manage a central organization consisting of seven qualified specialists plus appropriate support staff. Their services would be offered on a citywide basis and would encompass these areas: recruiting and employment; wage and salary administration; employee relations; labor relations; equal employment opportunity; safety and training; and medical.

In addition, a new group of 10 personnel administrators would be located in the city's major departments. Again, incumbents would have to be qualified professionals, capable of handling responsibilities related to: recruiting and employment; wage and salary administration; public service and comprehensive employment training programs; unemployment compensation; employee benefits; employee and labor relations; equal employment opportunity; and affirmative action.

The administrators would report to the Director of Personnel, but would receive additional guidance from the heads of the departments which constitute their respective assignments. The agencies to be served would include Public Service, Finance, Law, Public Utilities, Health and Welfare, Port Control, Public Safety, Community Development, the proposed Department of Parks and Recreation and the restructured Department of Human Resources.

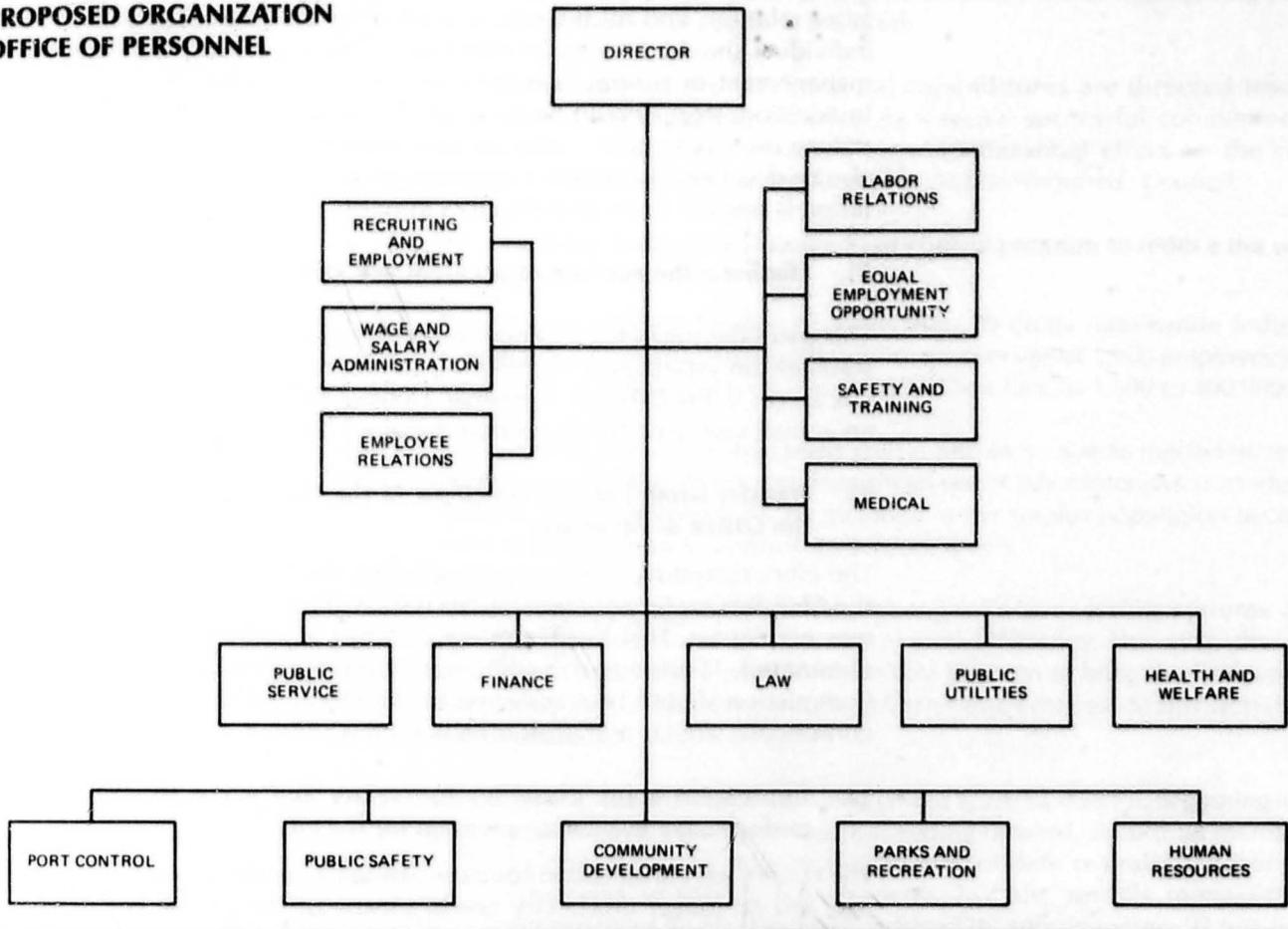
The Office of Personnel now has a staff of 27 including the director. The revised organization would require a total staff of 31, resulting in a net additional annual cost of \$304,000. *Action Required: Executive.*

### **8. Establish a training function.**

The Office of Personnel is responsible for providing training facilities and programs to meet city requirements. However, no formal activity exists in the office at present. A safety and training function has been recommended as part of the central organization proposed for the Office of Personnel.

The individual in charge of this activity should be responsible for identifying various training needs, establishing appropriate priorities and locating the most cost-effective sources for required instruction. The annual operating cost is estimated at about \$5,000. *Action Required: Executive.*

**PROPOSED ORGANIZATION  
OFFICE OF PERSONNEL**



**9. Institute a citywide equal employment opportunity program.**

The position responsible for handling equal employment activities in the Office of Personnel was vacant for two years, but has now been filled. Federal requirements make it essential that the City of Cleveland develop and implement effective affirmative action programs.

As indicated in a previous recommendation, a permanent position must be included in the central office structure to handle equal employment opportunity programs on a citywide basis. This individual must develop record-keeping systems which will provide essential data for identifying needs and taking appropriate measures. Once required information is available, an analysis should be made of the city's work force to establish its current level of compliance and highlight areas where affirmative action programs must be instituted. *Action Required: Executive.*

**10. Strengthen the labor relations function.**

The city must deal with 23 unions representing various factions of its work force. During 1980, a new contract will be presented for approval and negotiations are expected to be long and difficult. Because the Office of Personnel needs additional labor relations expertise, its credibility has suffered with both unions and the department's management it attempts to represent in contract talks.

To improve this situation, a qualified individual must be hired to help handle labor relations and fill the post proposed for the restructured office. This individual should develop an effective program for involving department management in contract negotiations which will affect their operations. In addition, steps should be taken to develop internal resources that will reduce the city's current reliance on outside legal counsel. Criteria should also be developed to identify circumstances where contracted legal representation is needed to protect the city's interests. *Action Required: Executive.*

**11. Eliminate the position of accident and safety inspector.**

This part-time inspector generates bi-weekly sick time reports and compiles statistics on job-related injuries. The duties could be reassigned to other employees in the Office of Personnel. Eliminating the position would provide an annual saving of \$6,400. *Action Required: Executive.*

**12. Transfer administrative functions of the Civil Service Commission to the Office of Personnel.**

The city's recruiting function is handled by the Office of Personnel while the Civil Service Commission retains responsibility for certifying and hiring new employees. This fragmentation of effort is inefficient and should be eliminated. Therefore, the administrative functions of the Civil Service Commission should be transferred to the Office of Personnel in order to consolidate similar administration activities. *Action Required: Executive.*

**13. Implement a job classification/salary and wage administration/ performance evaluation program for the city.**

The current job classification structure was implemented more than a decade ago and no longer meets city needs. Misuse of the system has escalated the number of classifications to approximately 800. The city also lacks an effective salary/wage administration program to control costs while performance evaluations are not used to identify and promote capable personnel in the various agencies.

A four-phase program is recommended to address these deficiencies as part of the city's overall effort to establish an effective personnel organization. Activities would encompass the following areas:

- **Project Funding:** Federal financing should be requested under provisions of the Intergovernmental Personnel Act to fund the development of a job classification/salary and wage administration project.
- **Job Classifications:** Position description questionnaires should be designed to identify the activities of all city employees. The data would be used to restructure the classification system into approximately 400 categories.
- **Salary and Wage Administration:** Once the job classification structure is revised, a salary and wage administration system can be designed to provide appropriate compensation to city employees and keep the public sector competitive with opportunities in the community.
- **Performance Evaluations:** Based on successful programs in other cities, Cleveland must establish goals for a performance evaluation

system capable of identifying good employees and highlighting cases where corrective action is required.

More than 75% of the city's annual expenditures are directed toward personnel costs including benefits. As a result, successful completion of the recommended program could have a substantial effect on the cost-effectiveness of government operations. *Action Required: Council.*

**14. Establish a citywide management control program to reduce the work force.**

Professional staffing studies of more than 20 cities nationwide indicate efficient government operations require an average of 1,200 employees for each 100,000 citizens served. The ratio in Cleveland is 1,600 to 100,000.

A substantial portion of the excess staff is necessary due to inefficiencies in current processing systems and widespread use of labor-intensive procedures. Approximately 900 positions are included in the surplus population because there is no program to control work force levels.

Other recommendations address changes in processing systems and operational procedures to improve overall efficiency. However, the city should also undertake a work force control program to bring its employment ratio into line with comparable government entities. Major activities would include:

- **Span of Control:** Existing management spans of control, beginning with second-level managers and proceeding upward, should be increased by one reporting relationship to consolidate overall management structures in the various agencies. Initially, middle management employment levels should be reduced by approximately 92 positions citywide.
- **Work Group Sizing:** Each manager should be responsible for identifying activities to be accomplished by his or her work group, assigning appropriate priorities to various tasks and identifying optimum staffing levels required to carry out these duties. A target of 7% should be established with respect to eliminating nonproductive tasks, thus, reducing personnel requirements by an anticipated 309 positions.
- **Transfer and Upgrade:** Interdepartment transfers and career path planning should be instituted to ensure full utilization of capable employees, limiting the need to hire new personnel at the middle management level. Effective implementation could reduce current turnover by 10% in 1981, 1982 and 1983.
- **Balanced Intake:** In addition to career planning and on-going performance appraisals, the city should develop a hiring program to ensure essential skills are recruited into government service on a long-term basis.
- **Surplus Force Control:** The Office of Personnel should design and implement an on-going force control program to identify, reassign or terminate surplus personnel.

- Surplus Time Control: A companion project should be implemented to identify low work periods for divisions and work groups. Employees would then be allowed to take resulting uncompensated surplus time off. A minimum annual goal of two hours per employee should be established.

To implement this program, a qualified agency director should be relieved of current responsibilities for a six-month period, enabling this individual to work full-time with an experienced private sector consultant. The one-time cost is estimated at \$40,000 while the annual saving in personnel costs could be as much as \$6.6-million. However, these benefits are dependent upon implementation of the previous recommendations on a comprehensive job classification/salary and wage administration/performance evaluation program. Furthermore, the savings will not fully accrue to the city for several years. *Action Required: Executive.*

**15. Publish a comprehensive personnel procedures manual.**

There is no definitive source for department managers to use with respect to the city's personnel policies and procedures. The resulting lack of consistent administrative means inequities can occur in the treatment of individual city employees. A comprehensive personnel procedures manual should be compiled and distributed citywide. It should provide appropriate information on general employment, civil service rules and regulations and governing provisions of the Comprehensive Employment Training Act. *Action Required: Executive.*

**16. Institute formal employee orientation and exit interview procedures.**

Formal procedures are needed to ensure that new and terminating personnel complete required documentation. To accomplish this objective, new employees should be required to report to the Office of Personnel on their first working day to fill out necessary forms and receive information on city benefit programs. The same procedure should be followed by terminating employees on their last day. It should include an exit interview to document the reason for the separation. *Action Required: Executive.*

**17. Implement a viable management-by-commitment and work plan program.**

Too many government managers spend the majority of their time on tasks which should be delegated to lower levels of their respective organizations. The resulting lack of time for long-range planning makes it impossible for subordinates to develop goal-oriented work plans.

To improve this situation, a management-by-commitment and work plan program should be implemented for department directors on a citywide basis. Once it is in successful operation at this management level, activities should be expanded to other operating areas in the respective departments. Initially, the project would involve:

- Establishment of administration objectives by the Mayor with the assistance of department directors.
- Development of work plans and schedules by the directors to achieve proposed goals.

**22. Implement a program to control overtime costs.**

Excessive amounts of overtime are being worked in several city departments, often without appropriate prior approval. The Office of Personnel should set definitive overtime policies and establish a control program to monitor compliance. Guidelines should include provisions for prior approval as well as specific overtime maximums. In addition, the practice of carrying overtime payments due until a worker's retirement should be eliminated. *Action Required: Executive.*

**23. Identify acceptable frequency limits for vehicular accidents.**

During 1978, city vehicles were involved in 859 accidents of which 333 were classified as preventable. Based on estimated mileage, the frequency ratio was calculated at 2.083 preventable accidents per 100,000 miles driven. Related property damage costs during 1978 amounted to nearly \$200,000. To reduce the incidence of such occurrences, supervisory review procedures should be implemented to identify individuals in need of remedial driver training. The annual saving is estimated at \$48,500 based on current costs. *Action Required: Executive.*

**24. Report workers' compensation claims by type and department.**

The city averages between 1,800 and 2,200 new workers' compensation requests each year. However, records are not maintained to classify claims by type and department. Such information is needed to highlight areas where corrective accident and safety programs should be instituted. *Action Required: Executive.*

## Civil Service Commission

The commission is charged with developing and enforcing a merit system of employment for all government positions not specifically exempted from civil service rules and regulations. Its chief operating officer is responsible for the city's affirmative action plan to provide improved employment opportunities for minorities.

### Present Operations

The Civil Service Commission consists of five individuals appointed by the Mayor for six-year terms. No more than three may belong to the same political party. The Mayor also selects a Secretary of Civil Service who functions as chief operating officer for a support staff of 21 positions. The fiscal 1979 budget amounted to nearly \$390,000. The civil service function is responsible for: testing and certifying all individuals in the classified service; maintaining personnel records on all city employees; developing job classifications and descriptions; and certifying all payrolls. Civil service rules, which may be changed or amended by the commission, apply to areas such as hiring from certified eligibility lists, disciplinary actions, discharges, resignations, layoffs and leaves of absence.

### Recommendations

Many of the rules and regulations now in effect do not provide effective methods for hiring and retaining capable employees. More importantly, the commission is not enforcing its standards on a consistent basis, resulting in various inequities with respect to personnel administration.

## **25. Restructure the civil service function.**

The current approach to personnel administration divides certain responsibilities between the Civil Service Commission and the Office of Personnel. Problems exist with respect to overlapping activities, fragmented accountability and inefficient coordination.

Overall effectiveness could be substantially improved by consolidating all recruiting, qualifying and hiring functions within the Civil Service Commission. A position of Manager-Recruiting and Employment would supervise a staff of 12. Required personnel would include four employment specialists, a legal secretary, two additional secretaries, two clerk-typists and three file clerks. Based on current expenditures in both offices, the net annual saving would amount to nearly \$12,000. *Action Required: Executive.*

## **26. Modify the system for handling temporary appointments.**

Under existing rules, city agencies are permitted to hire temporary employees for 30 days to meet emergency situations, 60 days to handle peak work loads and 90 days if a certified eligibility list is not available to fill a permanent position. With respect to the latter posts, an effort is supposed to be made to qualify a temporary appointee through appropriate testing. For the most part, none of these guidelines are being followed. As a result, 95% of the city's 1,400 temporary appointments are in violation of the time restrictions placed on their employment.

To correct this situation, the rules should be modified to provide more flexible hiring procedures for certain types of positions. Under the proposed approach, the 30-day and 60-day limits for emergencies and peak work loads would be continued. However, the commission would monitor these appointments to ensure strict compliance to civil service rules. In addition, a new category — provisional appointments — would be established. It would be used to fill vacancies where a permanent employee cannot be hired from an available eligibility list. The initial selection would be based on job-related education and experience, interviews and background investigations. At the end of a 180-day probationary period, a satisfactory performance evaluation would qualify the incumbent for a permanent appointment if no tests could be developed within that period. Should a test be found, the temporary appointment would be given automatic placement on the eligibility list. *Action Required: Executive.*

## **27. Enforce all civil service rules and regulations.**

While some modifications may be needed, the existing civil service rules and regulations represent a workable merit employment system — providing they are enforced. Unfortunately, there are widespread inconsistencies with respect to testing, hiring, classifying and compensating employees of city government.

It is extremely important that individuals appointed to the commission have appropriate expertise in the areas of personnel administration and employee relations. Furthermore, commission members must establish consistent enforcement of the city's civil service rules and regulations as their first priority. Quarterly meetings should be held with the Mayor or a designated representative to address specific problems or issues and identify appropriate accountability for action. *Action Required: Executive.*

## **28. Improve the testing and selection process.**

One of the biggest shortcomings in the present civil service function is the time involved in filling vacancies. Aside from other questions, staff limitations account to some extent for the continuing backlog of examination requests, criticism of the testing process and a growing number of temporary appointments.

To ensure a more efficient testing and selection process, the following criteria should be utilized:

- Examination and eligibility guidelines should be established jointly by the commission's staff and the departments they serve. While the commission should retain ultimate responsibility for approving, administering and grading a test, department heads are better qualified to determine job requirements as well as which individuals should be tested for available openings.
- The services of employment agencies or executive search firms should be used when it is necessary to find suitable candidates to fill existing vacancies.
- Continuous testing should be used for positions where employment demands are high and appropriate tests are available.

Considering the demands on the commission staff, consideration should be given to the use of purchased tests for labor and clerical categories. The annual cost is estimated at \$20,000 for a suitable range of examinations. *Action Required: Executive.*

## **29. Revise the operational responsibilities of the Secretary of Civil Service.**

The city charter stipulates that one member of the Civil Service Commission be selected to serve as its secretary. This individual is a full-time city employee who also acts as the chief operating officer of the commission's support organization although this is in violation of governing statutes. Since the office already has a full-time Personnel Administrator, the secretary's role should be reduced to part-time service as a commission member in accordance with charter mandates. The annual saving would amount to \$25,600. *Action Required: Executive.*

## **30. Clarify the role of the commission in the civil service system.**

The major responsibility of the commission itself is to act as a judicial body, establishing regulations and overseeing their enforcement. The role of the support organization — the Civil Service Commission — is to function as an administrative entity, testing, qualifying, hiring and promoting personnel. It is extremely important that this distinction be recognized and upheld if the city is to have an effective merit employment system. *Action Required: Executive.*

## **31. Streamline the recordkeeping function.**

Recordkeeping activities are handled by seven full-time staff people with additional assistance from two others. Figures indicate approximately 34% of the office's personal services budget is required to support this function.

Further analysis shows that many of the recordkeeping activities duplicate those of other departments.

To reduce current expenditure levels, common records for city employees should be consolidated within the Office of Personnel. Additional documents maintained by the Civil Service Commission should be reduced to only those directly related to qualifying and hiring functions. Implementation would reduce staffing requirements by four positions for an annual saving of \$74,500. A fifth clerical position should be transferred to the Office of Personnel. *Action Required: Executive.*

**32. Eliminate the position of budget and management analyst.**

A position of budget and management analyst was established as part of the fiscal 1980 appropriation request. The bulk of the assigned duties are clerical rather than financial in nature and could be assumed by other staff members. Eliminating this post would provide an annual saving of \$20,500. *Action Required: Executive.*

## Office of Budget and Management

This office prepares the city's annual budget which serves as a benchmark for measuring government performance. It also ensures that revenues and expenditures conform to budget allocations and monitors any significant deviations.

### Present Operations

As chief operating officer, the Director of Budget and Management supervises a staff of eight, one of whom oversees the data processing operation. The fiscal 1979 budget amounted to \$4.1-million, including data center expenses. This organization is currently being restaffed as an independent agency. Until November 1979, it was part of the Department of Finance. Assigned duties include preparing the annual budget, formulating a six-year capital spending program and reviewing expenditures in comparison to budget allocations. The office will also have responsibility for the city's data center and will monitor the three-year financial plan required by the state.

### Recommendations

In establishing this organization, it will be necessary to develop appropriate staffing and procedural resources to achieve stated objectives. A separate report is provided on the data processing function.

**33. Coordinate study efforts dealing with financial and budgeting activities.**

Organizing the Office of Budget and Management as an effective, independent entity will require the formulation of appropriate policies, procedures and job descriptions as well as clearly defined lines of authority and responsibility. As part of this effort, various public accounting firms have been studying the city's proposed financial information system, capital budgeting procedures, budget monitoring and reporting activities. It is expected that the financial management information system will be operational by the end of 1980.

To ensure effective operations, steps should be taken now by the Director of Budget and Management, in cooperation with the Director of Finance, to coordinate the results of the various studies. The objective would be to utilize their respective findings in developing appropriate policies and procedures for the new office. *Action Required: Executive.*

**34. Restrict the authority to reallocate budgeted funds.**

At present, both the Division of Accounts and the Office of Budget and Management are permitted to shift funds among budgeted expense line items. This is both inefficient and detrimental to the tracking of budget variances. Therefore, the authority to reallocate such funds should be restricted to the Office of Budget and Management. *Action Required: Executive.*

**35. Review significant budget variances with agency supervisors.**

More information is needed in monthly financial reports to compare expenditure performance with budget authorizations. One of the accounting firm studies has recommended methods of remedying current deficiencies. These should be implemented along with a procedure to review significant budget variances with agency supervisors. *Action Required: Executive.*

**36. Designate preparation of indirect cost proposals as a responsibility of the Office of Budget and Management.**

The city does not have an annual schedule for the preparation and submission of indirect cost proposals to appropriate federal agencies. As a result, it is not being reimbursed for such expenses when they are incurred as part of the implementation costs associated with federal grants. The Office of Budget and Management should assume responsibility for this activity. Based on current grant levels, failure to update indirect cost proposals would result in an annual income loss of \$1-million. *Action Required: Executive.*

**37. Improve the timing and format of the annual Mayor's estimate.**

Each year, the Mayor's estimate of budget requirements is presented for council review. Usually, this is not done until the first week of February, although the fiscal year begins January 1. Furthermore, the presentation of data is extremely complex, hindering City Council evaluations.

To remedy this situation, the estimate should be prepared for presentation to the council by November 15 of the preceding year. In addition, the format should be simplified by consolidating line listings into expenditure groups such as "total personnel services." This would reduce the volume of reading by an estimated 25% while eliminated details would still be available in the regular monthly expenditure reports. A column should be added to the estimate to provide data comparisons with the previous year's projections. Annual printing costs for the document should be reduced by approximately \$34,000. *Action Required: Executive.*

**38. Implement an effective capital budgeting system.**

Sufficient emphasis is not given to the development of short- and long-range capital investment programs. A system is being developed which should address capital funding needs. However, appropriate agency personnel

throughout the city must be instructed in its use so that required data will be provided on a consistent basis. This will ensure that effective priorities can be established and subsequent expenditures adequately monitored. *Action Required: Executive.*

**39. Increase the emphasis on revenue tracking.**

No consistent analysis is made to ensure that actual revenues are in line with previous projections. A monthly revenue activity report is currently produced and it should be used to provide timely tracking of revenues. *Action Required: Executive.*

**40. Enhance the administration and monitoring of grant funds.**

The procedures governing the administration and monitoring of grant funds are not sufficiently integrated to assure suitable control. A project should be undertaken by the Office of Budget and Management, in cooperation with the Office of the Mayor, to implement stronger grant development and monitoring systems. This would include substantially increased assistance to city agencies in their efforts to secure and retain available program monies. *Action Required: Executive.*

**41. Develop a comprehensive procedures manual.**

Once official policies and procedures have been established, the Office of Budget and Management should publish a comprehensive manual to communicate them to appropriate personnel within city government. *Action Required: Executive.*

## Data Processing

The objective of the data processing center in the Office of Budget and Management is to provide required computer services to all city agencies. Its annual expenditures are charged back to user departments.

### Present Operations

The center reports to the Director of Budget and Management, but is operated by a private company under a facilities management contract. It has a staff of 54, including one city employee, and a fiscal 1979 budget of slightly more than \$4.1-million. The current contract covers the operation of two city-owned computer systems plus a specified amount of software support. The center provides on-line teleprocessing and supports both interactive and batch modes of computer service. Between 38% to 42% of the total capacity is being used at present.

### Recommendations

The data processing function is not meeting user needs. In addition, little work is being done to generate new applications while computer resources are substantially underutilized.

**42. Convert the data processing facility to a city-managed cost center, reporting to the Office of Budget and Management.**

The city has a well-equipped data center being operated under a facilities management contract. However, the capacity utilization is well under 50%

and little is done to meet agency needs in a timely, comprehensive manner.

To remedy this situation, a program should be implemented to convert the facility to a city-managed cost center, reporting to the Office of Budget and Management. In accomplishing this, it will be necessary to:

- Obtain council approval for the changeover.
- Hire a qualified manager with broad experience in the planning, coordination, implementation and operation of municipal data processing systems.
- Establish a changeover committee consisting of Cleveland's contract administrator and the two center managers in charge of programming applications and operations. It will be the responsibility of this group to ensure an orderly transition of responsibilities.
- Develop a long-range plan to meet the city's data processing needs including proposed priorities and schedules.

Based on industry experience, implementation should make it possible to reduce current operating expenditures by an estimated \$950,000. *Action Required: Council.*

**43. Develop a master plan in cooperation with a steering committee of user representatives.**

At present, there is no long-range plan to identify new application needs or set development priorities. Once the transition to a city-managed operation is underway, the new manager should begin to formulate a master plan to ensure optimum use of the city's data processing resources.

It is important that a steering committee be established to provide appropriate guidance with respect to agency needs and priorities. The members should include the Directors of Budget and Management, Data Processing, Public Utilities, Public Safety and Finance as well as the Administrator of the Municipal Court and a representative from the City Council's Finance Committee. Directors of other departments should temporarily join the committee whenever projects affecting their operations are under consideration. *Action Required: Executive.*

**44. Implement centrally controlled procedures for handling user requests.**

There is no consistent procedure for processing user requests for new applications, hardware or commercially available software. To remedy this situation, the work order request system now in use should be modified as follows:

- The form should include specific descriptions of anticipated benefits, both tangible and intangible.
- Signatures of respective department heads should appear on the request to signify approval.

- One individual in the department should be named as the primary liaison with the center for the project described on the work order.

*Action Required: Executive.*

**45. Provide appropriate training for data processing personnel and users.**

Data processing is a highly technical, rapidly changing field. Therefore, both center personnel and agency managers who must use data processing capabilities should receive on-going instruction. A comprehensive training program should be developed as part of the proposed master plan. The annual cost is estimated at \$94,000, based on similar activities in the private sector. *Action Required: Executive.*

**46. Develop application systems based on identified priorities.**

There has been no significant development activity during the last two years to provide new applications for user departments. Identified needs must be addressed as quickly as possible with priority given to citywide systems which will supply managers with financial accounting data and payroll/personnel information. These should be followed by applications that address specific agency needs such as a vehicle fleet inventory and maintenance system for the Department of Public Service and Medicaid billing for the Department of Public Health and Welfare. Cost and savings calculations have been included in the respective department reports. *Action Required: Executive.*

**47. Evaluate other possibilities for application development.**

Once major application systems have been developed, the data center should work with the steering committee to identify other areas where data processing could be used to reduce labor-intensive operations or improve the flow of management information. A brief review indicates potential savings would be substantial, more than offsetting development and operating expenditures. *Action Required: Executive.*

**48. Conduct a comprehensive inventory of all available equipment and software.**

A number of departments have purchased their own computers and software systems. In developing a master plan for the city's data processing activities, it will be necessary for agency personnel to conduct a comprehensive inventory to identify all available equipment and software. *Action Required: Executive.*

## Office of Consumer Affairs

The office enforces all provisions of Cleveland's 1972 Consumer Protection Code. Functions involve complaint investigations, legal proceedings when required, product testing and consumer information programs.

### Present Operations

The chief operating officer is the Director of Consumer Affairs who supervises a staff of 26. The fiscal 1979 budget amounted to \$374,000. During calendar

1979, the office processed 1,724 new consumer complaints, closed 2,145 cases and saved or recovered \$213,000 for complainants. The majority of the cases involved automobiles or home improvements. Legal aides conducted approximately 50 hearings and brought 100 cases to court during this period.

## Recommendations

Some procedural changes would enable the office to reduce its overall cost of operation and improve complaint investigative activities.

### **49. Revise staffing and procedures to reduce annual operating costs.**

A number of agencies provide consumer affairs services to Cleveland residents. Two—the Consumer Protection Association and the Cleveland Better Business Bureau—processed more than 10,000 complaints in 1979 using a combined total of 26 employees. By comparison, the Office of Consumer Affairs required an average of 30 people to close 2,145 complaints in the same period, resulting in substantially higher processing costs per request. Given the budget proposed for fiscal 1980, this expense will increase unless steps are taken to utilize resources more effectively. However, it should be noted that the office does provide more personalized follow through on behalf of the consumer in comparison to many other consumer organizations.

The following actions are recommended to improve service efficiency and reduce overall operating costs:

- Computerize manually prepared records. There would be a one-time cost of \$15,000, but implementation would reduce clerical needs by one actual and one proposed position.
- Eliminate one of the three assistant law directors and increase the number of work-study student aides. A recommendation in another report would transfer responsibility for legal services required by the Office of Consumer Affairs to the Department of Law, permitting these changes to be made.
- Reduce the secretarial staff by one position to reflect decreased work levels. Automation of the complaint paperwork and the increased use of Department of Law facilities should substantially reduce support staff needs in the office.
- Reassign two federally supported personnel to city funded positions. The four federally funded consumer specialists have accumulated 13 years of service with the office compared to two years for the four individuals paid from the general fund. Since federal support provided under the Comprehensive Employment Training Act requires changes in long service employees during 1980, steps should be taken to place two of the more experienced specialists in permanent, city funded posts.

Implementation should enable the office to function more effectively and still achieve an annual savings of \$30,000 in personnel costs. *Action Required: Executive.*

### **50. Expand the work/study student aide program.**

The federal government provides 80% salary reimbursements for students eligible for employment under a work/study program. The Office of Consumer

Affairs has participated to a limited extent since only five of the 25 law students it hired as aides qualified for program reimbursements.

By modifying its recruitment practices, the office could attract a higher percentage of such students. This would involve active solicitation of work/study students in graduate fields other than law who would be useful in carrying out consumer programs. Based on the estimated personnel budget for fiscal 1980, raising the number of qualified student aides from five to 20 would increase the annual reimbursement income by almost \$40,000. *Action Required: Executive.*

## Community Relations Board

The board is responsible for promoting amicable relations among various racial and cultural groups. It also deals with discrimination complaints and implements equality of opportunity.

### Present Operations

The board consists of the Mayor, two persons from the City Council and 14 public members who represent the community's social, economic and cultural interests. Day-to-day operations are supervised by a director who has a staff of 25. The fiscal 1979 budget amounted to slightly over \$404,000. Activities include field offices to assist schools, police, social agencies and community organizations; specialized programs designed to create better understanding among local groups; and a contract compliance function to deal with equal opportunity implementation and enforcement among suppliers to the city.

### Recommendations

While the board is fulfilling its basic responsibilities, more interaction with other agencies would improve overall program effectiveness. Some additional staff training would also be beneficial.

#### **51. Provide in-service training for the contract compliance staff.**

The contract compliance staff must be aware of constantly changing equal employment opportunity regulations as well as the court interpretations of these requirements. The current lack of in-service training severely restricts their capabilities in this area. To remedy this deficiency, a qualified individual from the Department of Law should be assigned to conduct an annual program on affirmative action activities. *Action Required: Executive.*

#### **52. Improve board operations.**

While the board is fulfilling its basic mission, improvements are possible in three areas. These include selection criteria for public members, programs to provide human relations training and media coverage of board activities.

With respect to selection criteria, an effort should be made to broaden the public membership to include representatives from education and housing as well as media personnel. Also, human relations training, now provided on a mandatory basis to police recruits, should be offered to other city agencies whose employees work in the community. *Action Required: Executive.*

# Commission on Aging

The commission was formed to act as the city's leading advocate for the elderly. It is responsible for planning and implementing programs and services to meet identified needs, using both public and private resources.

## Present Operations

The Personnel Administrator of the commission serves as the chief operating officer. Staffing has grown from six federally supported and two city funded employees in fiscal 1974 to 21 persons. Of these, four are supported by city funds, 13 by the federal government and four through private grants. The fiscal 1979 budget amounts to \$160,000 in operating funds and nearly \$170,000 in grant monies. The commission maintains a field staff of 11 to conduct its outreach program. Other activities include recreational events, home maintenance services and advocacy functions at the local, state and federal levels. Volunteers are used to maintain a schedule of telephone contacts with elderly persons, a program funded through private resources.

## Recommendation

The city requires a stronger focal point for the programs now handled by the commission.

### **53. Replace the commission with a new Department of Aging.**

The commission was established to centralize programs directed toward elderly persons living in Cleveland. However, a number of other city agencies have related responsibilities. The result is a lack of coordination and less than optimum use of available resources.

To improve this situation, the commission should be replaced by a Department of Aging. The new organization, which would absorb both the commission's operating budget and staff, would have full responsibility for senior citizen services, acting as the city's representative in dealings with county, state, federal and private agencies.

Structurally, the department would include a director and two assistants. One would be responsible for all program planning functions while the other would direct operational activities. Upgrading current commission positions and adding a new management post would require an additional annual expenditure of \$44,800. *Action Required: Council.*

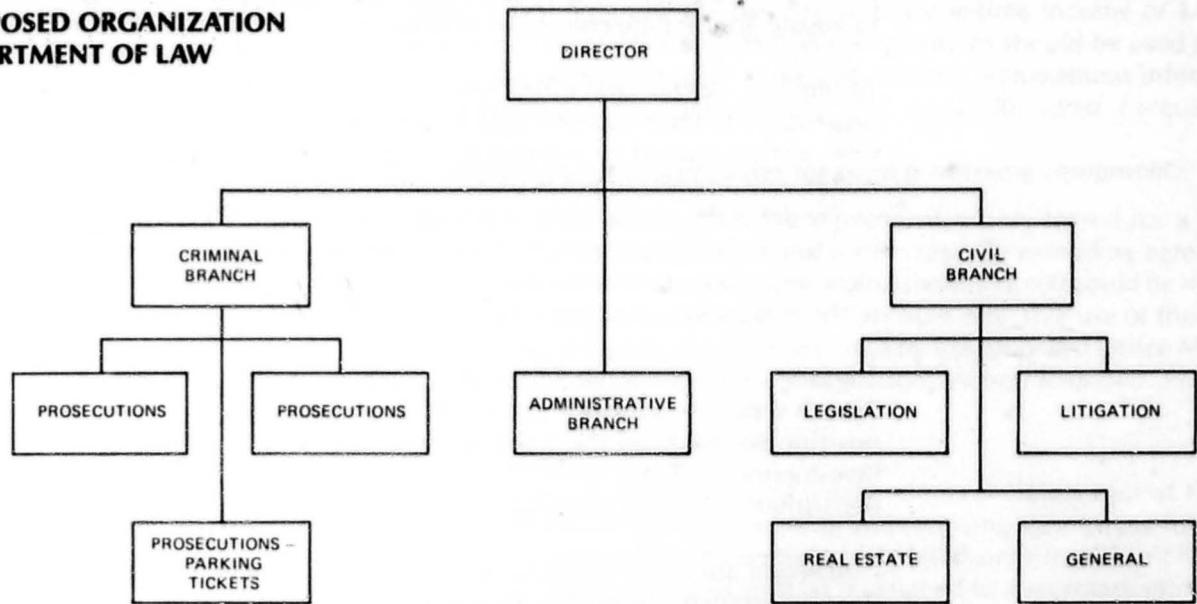
# Department of Law

This department serves as the city's legal advisor and representative in both criminal and civil matters. Its employees prosecute and defend court suits and prepare all contracts, bonds and other legal instruments as required.

## Present Operations

As chief operating officer, the Director of Law is responsible for a staff of 78. Of this total, 12 attorneys and one secretary are included in the budgets of other agencies. The fiscal 1979 budget for the Department of Law amounted to nearly \$2.7-million.

## PROPOSED ORGANIZATION DEPARTMENT OF LAW



Activities are divided into three areas: Civil, Criminal and Administrative. The Civil Branch defends or prosecutes claims on behalf of the city. Its personnel also prepare contracts, leases, deeds and legislative drafts for various departments and the City Council. During 1978, the Criminal Branch, which has a staff of 15 assistant prosecutors, handled 30,000 misdemeanors, charged 4,700 persons with felonies and pursued payment for more than 400,000 parking tickets. The primary activity of the Administrative Branch is providing clerical and typing services for the Civil Branch. A total of 15 people are employed in the clerical area with 11 persons each supplying support to between three and five attorneys.

## Recommendations

This department renders a vital service to the city. However, operations are fragmented so accountability is lost and effective service coordination is not possible.

### 54. Restructure the department organization.

Department activities are classified into three broad areas: Criminal, Civil and Administrative. However, 63 of the 78 persons working in the department report to its director because there is no "middle management" structure to provide operational guidance. The resulting lack of appropriate supervision, formal communications channels and standardized operational policies has a substantially adverse effect on overall efficiency. Under the current structure, 12 attorneys are assigned to the Department of Law, but budgeted to other agencies. Another five are entirely autonomous since they are hired, paid and located in their respective agencies. Nevertheless, the department is accountable for their legal decisions and activities and an organization structure must be devised to ensure optimum use of all available resources.

As indicated by the chart shown above, the department should still be divided into three branches in the new structure: Criminal, Administrative and Civil. However, functions in the Criminal and Civil Branches would be realigned into specific sections with well-defined responsibilities. Also, all attorneys

working in city government would be included in the department's organization to ensure appropriate control of their activities.

To improve operational efficiency, Criminal Branch activities should be organized into three sections, each supervised by a First Assistant Prosecutor. One section, staffed by a supervisor and one attorney, would concentrate exclusively on parking ticket prosecutions. The other two would divide the remainder of the criminal law work load between them. Each would be staffed by a supervisor, five attorneys and two interviewers. An investigator, docket clerk and a secretary in the Administrative Branch would provide support to the three sections as required.

The position of Personnel Administrator now supervising the Administrative Branch should be formally reclassified as an Office Manager. The upgraded position would head the department's support staff including its legal investigators and law clerks. All administrative functions required by the department would be assigned to the Administrative Branch.

Four senior attorneys should be selected to head functional sections within the Civil Branch. Under this approach, work would be assigned to one of four areas: Legislation, Litigation, Real Estate or General. Eight attorneys would be assigned to each section with an additional position allocated to the general law category. All personnel should be cross-trained so they can be reallocated to meet shifting work levels. *Action Required: Executive.*

**55. Develop reports to identify staffing based on actual work loads.**

No information is available to identify department staffing needs in relation to actual work loads or to highlight individual performance levels. Once the reorganization is completed, periodic reports should be generated to track work activities as a basis for establishing staffing requirements. *Action Required: Executive.*

**56. Publish a procedures manual for the department.**

Department attorneys operate autonomously because there are no written policies, procedures or position descriptions to govern or standardize their activities. To remedy this deficiency, the proposed Office Manager should accumulate the information required to publish a procedures manual covering functions in the three branches. As a first step, all personnel should be asked to prepare comprehensive position descriptions. *Action Required: Executive.*

**57. Improve collection of parking fines.**

Only about 25% of the parking tickets issued in Cleveland are paid. As a result, some \$4.2-million is currently due on delinquent fines. Prosecution is sporadic and generally action is only taken when an individual accumulates more than 50 tickets.

As described in a previous recommendation, a special section should be established in the Criminal Branch to concentrate on parking ticket violations. In line with this activity, responsibility for processing parking tickets should be transferred from the Division of Police in the Department of Public Safety to the Clerk of the Municipal Court. A policy of prosecuting offenders with more than five tickets should be established in conjunction with the meter maid enforcement program described in another report.

Based on existing balances, strengthened enforcement and consistent prosecution should provide the city with a one-time income of \$750,000 plus annual revenues of \$600,000. Warning notices should be used prior to prosecution with ticket data integrated into the management information system which became operational in 1977. *Action Required: Executive.*

**58. Modify contract procedures for word processing equipment.**

The department's word processing equipment is only leased for a year at a time. As a result, the city pays a premium rate. By extending agreements to three years at a time, an annual saving of about \$12,400 could be realized. Five year contracts are also available. To ensure effective use of this equipment, a formal program should be initiated by the proposed Office Manager to train all support personnel in its capabilities. *Action Required: Executive.*

**59. Reduce the paralegal staff.**

One person is assigned to process legal and moral claims against the city. The work involved is primarily sending and receiving appropriate forms and ensuring that they have been properly completed, once legal merit has been established. These activities could be reassigned to a secretary, eliminating the need for one paralegal position. The annual saving would amount to \$13,600. *Action Required: Executive.*

## Department of Human Resources and Economic Development

This department has two primary missions. First, it provides a variety of social and community service projects including employment opportunity programs. Second, it is responsible for coordinating strategies with public and private agencies to ensure continued economic development in the city.

### Present Operations

The department's chief operating officer is the Director of Human Resources and Economic Development. This individual directs a staff of 208 persons in the Manpower Development Division, 200 of whom are paid with federal funds. The fiscal 1979 budget amounted to \$3.1-million including \$2.9-million in federal monies. The director also provides guidance to 12 individuals who comprise the Economic Development Division. Ten of these positions are federally funded. The fiscal 1979 budget for this division totaled \$106,000.

The Manpower Development Division administers programs to provide full- and part-time employment to an estimated 20,000 participants. Activities are carried out by 10 functional units. They include: Planning, Operations, Legal, Equal Employment Opportunity, Office Management, Fiscal, Monitoring, Public Relations and Grievances, Management Information Systems and Public Service Employees.

The Economic Development Division maintains contacts with some 20 public and private agencies concerned with attracting and retaining business and industry. One of its main objectives is to identify federal and state assistance programs which can meet the economic needs of the community.

## Recommendations

The department's efforts to fulfill its missions are hampered by organizational inefficiencies, poor utilization of staff resources and a lack of systems continuity. In addition, the Economic Development Division is not adequately linked with other city resources or the private sector, a factor which substantially reduces its operational effectiveness.

### **60. Reorganize the Manpower Development Division.**

Under the current organization structure, 10 functional units comprising the Manpower Development Division report separately to the department's director. They include: Planning, Public Relations and Grievances, Office Management, Operations, Public Service Employees, Fiscal, Management Information Systems, Legal, Equal Employment Opportunity and Internal Monitoring. This approach results in an excessive span of management control, poor program coordination and inadequate compliance with federal regulations.

The division should be restructured to provide more effective management and reduce existing staff levels. Subsequent recommendations propose relocations of three units — Legal, Equal Employment Opportunity and Internal Monitoring — to other city agencies which have overlapping responsibilities. Remaining activities should be consolidated under three new positions as follows:

- Manager, Project Planning and Administration: This individual would have overall responsibility for developing and contracting for programs funded under the Comprehensive Employment Training Act (CETA). Public relations and office management activities would also be assigned here. The new unit would merge duties now carried out by Planning, Office Management and Public Relations and Grievances.
- Manager, Operations: This person would be responsible for administering all CETA programs. Under the direct supervision of this position, two managers would guide day-to-day operations while a third individual would have primary responsibility for processing CETA clients. This area would encompass two existing units — Operations and Public Service Employees.
- Manager, Fiscal Control: All accounting, budgeting and payroll functions would report to this individual. It would be formed by merging the Fiscal Unit with Management Information Systems.

Excluding the transfers described in other recommendations, the proposed consolidation would eliminate a total of 24 administrative positions. The net annual saving would amount to \$363,000 in federal funds. *Action Required: Executive.*

### **61. Transfer administration of department equal employment programs to the Office of Personnel.**

Equal employment programs for both department employees and subcontractors are now the responsibility of one person in the Department of Human Resources and Economic Development. A proposal has been made in the report on the Office of Personnel to establish a comprehensive program for equal employment opportunities in city government. Implementation

**77. Implement appropriate procedures for city insurance activities.**

In establishing a centralized risk management function, it will be possible for the Department of Finance to implement a number of changes to improve coverage or reduce premium costs. The following are among the modifications which should be made:

- Discontinue the practice of putting insurance out for bid. Instead, a single agency should be selected to research and recommend a comprehensive insurance program for the city. Compensation for this service should be on a fee, rather than a commission basis.
- Buy "blanket" insurance for city property and extend the crime coverage to include fidelity losses.
- Review the adequacy of the city's current liability coverage limits.
- Apply to the state for the right to self-insure workers' compensation claims as a means of reducing current administration costs.
- Self-insure the first \$5,000 of life insurance benefits paid to heirs of city employees.
- Charge each agency of city government for the cost of claims paid on its behalf.

*Action Required: Council.*

**78. Conduct a comprehensive inventory of fixed assets and develop up-to-date property ledgers.**

There is no central body of information to identify the city's fixed assets and property holdings. To remedy this deficiency, a physical inventory should be taken of existing assets. The data would provide the basis for the development of comprehensive property ledgers to be maintained in the Division of Accounts. The one-time cost of the internal survey is estimated at \$25,000. *Action Required: Executive.*

## Division of Accounts

This division is responsible for the city's accounting systems. It audits all payment vouchers, disburses warrants, prepares payrolls and receives certain city revenues for subsequent transmittal to the Division of the Treasury.

As chief operating officer, the Commissioner of Accounts supervises a staff of 28. The fiscal 1979 budget amounted to slightly more than \$1.2-million. Functional activities in the division encompass accounts control; payroll; audit; general office support; account payable; accounts data control; certification; expense tracking; posting and proof-reading; revenue tracking; miscellaneous cash receipts; and physical plant operations. A contract has been let to a public accounting firm to develop and implement a Financial Accounting and Management information System (FAMIS) for the city.

## Recommendations

The division is engaged in a number of redundant processing tasks. Systems flow is fragmented while most procedures are cumbersome and time-consuming, contributing to operational inefficiencies.

### **79. Upgrade job specifications for key positions.**

Qualification requirements for the city's accounting functions require only minimal skills and experience. This, coupled with the lack of in-service training, has resulted in a number of operating problems in the Division of Accounts. Existing position descriptions should be revised to require the following as a minimum:

- **Commissioner:** A bachelor's degree with a major in general accounting and three to nine years of accounting experience including supervisory responsibilities.
- **Unit Supervisors:** An associate's degree in accounting with two to three years' experience.
- **Accounting Clerks:** A high school diploma and the ability to pass an accounting aptitude test.

*Action Required: Executive.*

### **80. Eliminate unnecessary accounting system reports.**

The city's data center provides the Division of Accounts with 40 daily computer runs plus 50 other reports generated on a monthly basis. A survey indicates that 35% of the documents are not used, another 7% are for other divisions and 9% relate only to vendor requests.

An in-depth review of the reporting system must be conducted prior to the installation of FAMIS to avoid perpetuation of existing deficiencies. A qualified individual from the Office of Budget and Management should work with a representative of the Division of Accounts to survey each computer run and related function. The objective would be to develop an integrated, meaningful system with error listings to serve as primary control documents.

*Action Required: Executive.*

### **81. Establish appropriate supervision for the functional units in the division.**

Staff in the Division of Accounts are not being supervised effectively. Work loads are not monitored nor are schedules established and enforced. Most employees have developed their own processing procedures and, as a result, the general work flow is not conducive to maximum output.

To remedy this situation, qualified individuals already in the division should be formally assigned supervisory responsibility for major operational functions. Under this approach, one person would manage Payroll, one would be responsible for Audit/General Office and a third would supervise Accounts Payable. These individuals would be required to reorganize current activities to eliminate redundant tasks and ensure that staff members receive appropriate on-the-job training. *Action Required: Executive.*

**82. Generate monthly expense and variance reports for management review.**

Management personnel are not provided with sufficient information to guide them in monitoring and improving performance. Appropriate operational cost centers should be established in all city departments with monthly expense and variance reports generated on each to supply needed management data. *Action Required: Executive.*

**83. Develop a procedures manual for the division.**

Operational policies and procedures have not been properly defined, resulting in inconsistent practices and training problems for new staff members. A comprehensive procedures manual, covering all major functions in the division, should be developed and distributed. *Action Required: Executive.*

**84. Verify account distribution codes.**

A code number is used to identify the account chargeable for a purchasing expense. However, no procedure exists to verify its accuracy. This responsibility should be assigned to one of the clerks in Accounts Payable. *Action Required: Executive.*

**85. Eliminate the use of warrants for inter-fund services.**

Vouchers are prepared to request inter-fund services such as data processing, printing, reproductions and storeroom supplies. Warrants must then be issued to cover the cost of the service requested. This procedure results in much unnecessary paperwork and processing. Monthly journal entries should be utilized instead to provide necessary chargeback information. *Action Required: Executive.*

**86. Simplify preparation of source documents for keypunching.**

Attachments, rubber stamps and various codes are now used to identify portions of voucher documents to be keypunched as input to the computer. This procedure could be greatly simplified by merely color-highlighting required items so the data entry clerk could work directly from the source document. At some point, the voucher forms should be redesigned to further simplify the keying activity. *Action Required: Executive.*

**87. Assign journal entry responsibilities to one person.**

A number of individuals in the division now make journal entry revisions, substantially increasing opportunities for error. To improve the accuracy of the journal, one clerk in the Audit/General Office Section should be assigned sole responsibility for entries and corrections. *Action Required: Executive.*

**88. Institute regular reviews of inactive funds.**

Between 100 to 150 funds are being maintained which have shown no activity for two years or longer. A procedure should be developed to review inactive accounts on a regular basis. The objective would be to consolidate them with active funds or eliminate them as line items in annual budgets so the monies involved could be put to better use. *Action Required: Executive.*

**89. Reconcile bank statements daily.**

Bank reconciliations have a current backlog of about two months. This could result in inaccurate cash balance information which might adversely affect

disbursement or investment decisions. A policy should be established of reconciling bank statements each day with the daily report generated by the Division of the Treasury. *Action Required: Executive.*

**90. Implement the personnel resources management and cost accounting system to handle city payrolls.**

The Division of Accounts is the central collection point for all personnel and payroll data used to pay approximately 9,000 employees on a bi-weekly basis. The existing system is a cumbersome mixture of manual processing and outdated computer applications. A separate procedure is used to pay about 1,500 employees in the Department of Public Utilities.

A comprehensive payroll/personnel system should be installed to handle both groups of employees. An appropriate computer program is available in the city's inventory. It would require an estimated six months to put Phase I of this system into operation. Additional capabilities could be installed later, based on priorities set by user departments. If external resources are used, implementation cost would be approximately \$200,000. However, the city should have the capability to do this work internally. *Action Required: Executive.*

**91. Establish standard procedures for data entry to the payroll system.**

About 50 individuals in various city departments prepare information required by the payroll system. No standard procedures exist to ensure consistency and reduce possibilities for errors or omissions. Formal guidelines should be provided to each payroll clerk by the Division of Accounts. Training should also be supplied once the proposed centralized payroll system is in its implementation period. *Action Required: Executive.*

**92. Use the computerized certification system to eliminate manual reviews.**

Two clerks manually pre-certify the availability of budgeted funds for purchase orders and contracts before they are sent to the vendors. The necessary information could be obtained by processing requests for disbursements through the computerized certification system. The computer will provide a list of all denied certifications. *Action Required: Executive.*

**93. Improve encumbrance procedures for requirements contracts.**

At present, the total amount allocated for a requirements contract by the City Council is not encumbered. Instead, monies are set aside as individual purchase orders are issued against the contract. As a result, there is no control to ensure respective appropriations are not being exceeded.

To remedy this situation, the entire contract allocation should be encumbered following council approval. Once the budgeted amount is exhausted, no further orders should be processed until a supplemental allocation has been made. *Action Required: Executive.*

**94. Develop vendor identification codes.**

The city has no histories to identify vendor performance. The first step in developing such information would involve assigning each supplier a permanent identification number in cooperation with the Division of Purchases

and Supplies. It will then be possible to begin extracting required data for a history file. *Action Required: Executive.*

**95. Streamline vendor warrant procedures.**

Warrants are issued to vendors daily and several may be sent to the same supplier. Under current procedures, a remittance slip accompanies the warrant while a copy of the voucher is forwarded to the originator of the purchase order. The entire process is cumbersome and redundant.

A procedure should be implemented to pay vendors with a single warrant for all services rendered during an invoice period. These should be issued semi-monthly except in the case of utilities and linen suppliers who would be paid monthly. The practice of sending remittance slips and vouchers should be discontinued as they are not needed. The resulting reduction in clerical work would eliminate one position for an annual saving of \$15,400. *Action Required: Executive.*

**96. Generate a cross reference between purchase orders and warrants.**

Cross references between purchase orders and issued warrants are prepared manually in the Accounts Payable Section. This could be done on the computer for a one-time cost of \$300. *Action Required: Executive.*

**97. Improve the classification of redeemed warrants.**

Redeemed warrants are shown in a monthly report which identifies them by fund and expense code. As a result, manual reconciliations must be carried out to develop the Revenue Activity Reports. Data could be obtained automatically by adjusting the programming to produce the required information. The one-time cost is estimated at \$325. *Action Required: Executive.*

**98. Establish an effective receivables control system.**

There is no centralized control over payments received by the Division of Accounts for city services. In some cases, the bills are generated by the division while in others, the payment request originates elsewhere. Some of the receipts are not deposited until the source of the payment has been identified.

A procedure should be established to route all department billings for services through the Division of Accounts. A current master list of recurring receipts which do not require formal bills should also be maintained to track possible delinquencies. All receipts should be deposited daily, regardless of the need for subsequent investigations to identify their source. *Action Required: Executive.*

**99. Discontinue the division's cashier function.**

A cashier function is maintained by the Division of Accounts to accept various receipts. Current procedures should be changed to require all department receipts to be deposited with the Division of the Treasury. Warrants would be numbered consecutively as they are received with two copies sent to the Division of Accounts for recording and control purposes. This change would permit a reassignment of the division's cashier to other duties. *Action Required: Executive.*

**100. Deposit revenues for contractor registration permits immediately.**

Payments for contractor registration permits are being held until the document is actually issued by the Division of Building in the Department of Community Development. These monies should be deposited immediately and a control list kept to track subsequent permit issuance. *Action Required: Executive.*

**101. Streamline the disbursement process.**

Procedures used to process initial purchase orders and subsequent invoice payments are fragmented among several employees, resulting in substantial delays. The following changes are recommended to improve this disbursement activity:

- Combine the processing activities of the two certification clerks into one position.
- Eliminate one filing position by having the pre-audit clerk act as backup when needed.
- Discontinue the practice of sending a copy of the office voucher when warrants are prepared.
- Stop routing purchase orders to the budget analyst.

Implementation would reduce staff requirements by one position for an annual saving of \$12,800. *Action Required: Executive.*

**102. Improve control of requirements contracts issued for the Division of Motor Vehicle Maintenance.**

Requirements contracts are issued for high volume items used by the city. Goods are procured by preparing purchase orders which are subsequently charged against the contract appropriation. However, the Division of Motor Vehicle Maintenance in the Department of Public Service has been circumventing normal purchasing procedures. The following guidelines should be enforced to ensure appropriate processing:

- Require the division to prepare necessary purchase orders in advance of ordering contract goods.
- Ensure that the bid/approval process is followed for all items not available under contract.
- Insist that the division prepare receiving tallies.
- Instruct vendors to send all invoices to the Division of Accounts rather than the Division of Motor Vehicle Maintenance.

*Action Required: Executive.*

**103. Assign responsibility for coordinating data generated by studies of division operations.**

A number of studies have been conducted recently with respect to functions of or impacting on the Division of Accounts. Since the Assistant Director of

Finance is coordinating implementation of FAMIS, this individual should also be responsible for collecting pertinent data from available studies into a consolidated master file. *Action Required: Executive.*

## Division of Assessments and Licenses

The major responsibility of this division is to collect city licensing fees. It also prepares certifications and various types of legal notices pertaining to real property.

The division is headed by the Commissioner of Assessments and Licenses who supervises a staff of seven. Of these, five are assigned to licensing functions and two work with assessments. The fiscal 1979 budget amounted to \$151,000. Additional duties assigned to the division include collecting hotel/motel bed taxes and inspecting city cabs to ensure licensing and regulatory compliance.

### Recommendations

This division is a regulatory agency without enforcement authority. Overall efficiency is hampered by its current structure and reporting relationship in the Department of Finance as well as the lack of automated licensing procedures.

**104. Improve division efficiency by altering its reporting relationship, responsibilities and physical location.**

As currently constituted, the division is responsible for all city licensing activities, various types of legal notices, taxicab inspections and collection of certain taxes. It has no reporting relationship with the Division of the Treasury, despite its substantial revenue-producing activities. Furthermore, division staff are placed in two separate offices, a fact which hampers operational efficiency and personnel utilization.

To improve overall effectiveness, division staff should be relocated to a single area in the city hall. The one-time cost would amount to \$1,400. Since its primary responsibilities involve license issuance and fee collections, the current staff should be placed under the Division of the Treasury. This would eliminate one commissioner's post for an annual saving of almost \$33,300. The duties of certifying taxicab and limousine safety checks should be transferred to city-appointed service centers while meter accuracy should be verified by the Division of Markets, Weights and Measures in the Department of Public Properties. These actions would improve services now provided. *Action Required: Executive.*

**105. Reinstitute the division's compliance investigation function.**

Prior to 1972, approximately six full-time and 10 part-time employees acted as field investigators to enforce various licensing and tax ordinances. Since the division now has a staff of only seven to handle both licensing and assessment functions, field investigation activities have been discontinued. This lack of compliance enforcement has substantially decreased the division's effectiveness as a regulatory agency. However, the transfer of certain activities, as discussed in another recommendation, should enable the remaining staff to reinstitute compliance work not presently carried out by other city agencies.

The use of part-time summer employees is recommended to conduct inspection tours for the purpose of identifying assessable property and tax violations. The anticipated increase in income would more than offset estimated staffing costs. *Action Required: Executive.*

**106. Automate the division's licensing procedures and modernize record retention activities.**

The division issues approximately 27,000 licenses annually, collecting about \$1.8-million in fees. Records pertaining to both licensing and assessment functions are maintained in original form while the bulk of the licensing must be handled manually. The result is excessive paperwork and clerical processing for the staff as well as storage problems with respect to division records.

To ensure maximum service efficiency and reduced processing expenses, a long-range program is needed to automate the division's licensing activities, using the city's central computer facilities. In the meantime, word processing equipment should be leased to provide two work stations with memory capability, floppy disc record retention, visual screen input, arithmetic calculation, automatic file selection and a line printer. Steps should also be taken to microfilm division records, using an appropriate retention/purging schedule. The combined one-time cost of temporary word processing, automating the licensing functions and microfilming division records is estimated at \$40,000. Anticipated staff reductions would provide a net annual saving of \$22,000 after subtracting the on-going costs of system operation and microfilming. *Action Required: Executive.*

**107. Revise license forms, renewal dates and fee schedules.**

Approximately 43 different application forms are used for license issuance, resulting in non-uniform data and excessive paperwork processing. In addition, an estimated 66% of all licenses must be renewed in the period from December 1 to March 31, causing peak work loads in the first quarter of each year. Some of the fees have not been adjusted since 1965 and many are no longer sufficient to recover associated processing costs.

To remedy these deficiencies, current forms should be consolidated into seven standardized application documents which would provide appropriate information for the various types of licenses now issued. A single license form and receipt document should also be designed and used by the division to reduce processing expenses. Existing renewal dates should be rescheduled to eliminate peak work loads and ensure optimum use of staffing resources. Finally, fee schedules should be adjusted to reflect current operating costs. These charges should be reviewed annually to keep pace with division expenses. Based on current volumes, revised fee schedules would generate additional annual revenues of \$30,000 to offset processing costs. *Action Required: Council.*

## Division of the Treasury

This division is the official custodian for city funds and investment securities. It disburses monies based on warrants issued by the Division of Accounts

and serves as paymaster for all city employees. It also collects revenues from the city's parking meters.

The City Treasurer, who functions as the chief operating officer, supervises a staff of 12. The fiscal 1979 budget amounted to slightly more than \$228,000 and includes a personnel increase of five positions. Major division activities involve revenue receipts, bank deposits, warrant processing, payroll functions including employee garnishments and meter service/collection duties.

## Recommendations

The division is able to meet only the most essential of its responsibilities due to a shortage of personnel. Another major factor is the lack of automated systems to help reduce manual processing requirements.

### **108. Permit the Division of Accounts to handle garnishments and liens as payroll deductions.**

The Division of the Treasury receives all garnishment and lien notices against city employees for processing and collection. Procedures vary, depending on the agency involved. However, in all cases, information must be secured from the Payroll Section in the Division of Accounts to permit appropriate calculations to be made. Approximately 30 hours per week are spent by employees of this division on related paperwork at the current level of about 3,000 garnishments per year.

To reduce the work load in the Division of the Treasury, garnishments and liens should be handled as payroll deductions by the Payroll Section. In this way, the procedure could be automated at a one-time cost of \$11,000. This would conserve an estimated 10,000 working hours now lost each year because employees with garnishments must make personal visits to the Division of the Treasury to endorse pay warrants for collection purposes. *Action Required: Executive.*

### **109. Develop a standardized payroll listing and central warrant distribution procedures.**

Payroll warrants are issued bi-weekly by the Division of the Treasury on the basis of distribution lists manually prepared by city personnel. Each employee must be sure his or her name appears on a list which authorizes a specific individual to pick up batches of warrants from the division for subsequent distribution. The procedure is cumbersome, lacking in appropriate controls and results in poor use of employee working time.

To remedy these defects, work location data—available on the master payroll file in the Division of Accounts—should be used to generate warrant distribution lists and a control log. The warrants would then be delivered to the City Treasurer for signature. Signed warrants would be dispatched via interoffice mail to designated persons in each work location for distribution to city employees. This approach would reduce division clerical work by as much as 40 hours per payday. The one-time programming cost is estimated at \$2,000. *Action Required: Executive.*

### **110. Transfer all meter and parking facility responsibilities to the Division of Traffic Engineering and Parking.**

Under existing ordinances, responsibility for street meter and parking facility functions are split between the Division of the Treasury and the Division of

Traffic Engineering and Parking. The result is duplicative work efforts and some lack of control over revenue accountability.

To improve operational efficiency, all revenue collection and deposit functions associated with street meters and city parking facilities should be placed under the Division of Traffic Engineering and Parking. A copy of all bank deposit tickets would be sent to the City Treasury to update financial records. Implementation would consolidate accountability and help relieve staffing problems in the Division of the Treasury. *Action Required: Council.*

**111. Revise the payroll warrant release schedule.**

The number of employees paid on the city's four bi-weekly paydays varies from a high of nearly 5,000 to a low of slightly over 800. This uneven distribution results in extremely heavy work loads on two of the days in question. In some instances, the City Treasurer must borrow personnel from other divisions to meet warrant release schedules while many normal functions go unperformed.

A procedure should be instituted to revise the release schedule so that approximately 2,600 individuals receive checks each payday. For example, both the Division of Police and the Division of Fire are now paid on Wednesdays. Moving the Division of Police to a Thursday payroll and the Division of Fire to the first Friday would provide balanced work levels for three of the four pay periods. Assigning the Division of Parks to Wednesday would complete the reallocation. A separate warrant could be issued for transition periods between the last regular payday and first new one to avoid employee hardships. *Action Required: Executive.*

**112. Change the position description for parking meter collectors and use personnel more effectively.**

Five people in the Division of the Treasury collect funds and six in the Division of Traffic Engineering and Parking install or repair parking meters. Collectors may visit the same site as often as three times a week or only once every two weeks. Repairmen check all meters every 48 hours to wind them, resulting in a substantial installation/maintenance backlog.

To ensure optimum use of working time, collection routes and frequencies should be altered based on meter capacity and use, effect of special events and incidences of vandalism or theft losses. Coin deposits should be handled as part of the regular afternoon schedule by the City Treasurer, freeing collectors for other duties. In this respect, the collectors' position description should be modified to include meter winding. This change would enable repairmen to concentrate exclusively on installation and maintenance work. The annual cost in additional salary for the collectors would amount to \$7,500. No specific saving is claimed although more effective use of repair personnel should result. *Action Required: Executive.*

**113. Simplify bank depository methods.**

Only two city agencies deposit their revenues directly. All other receipts are processed through the Division of the Treasury before being sent to the bank. This results in duplicative administrative work, some commingling of funds

to replenish the division's cash reserves and use of employee time to transport monies for deposit.

To streamline current procedures, agencies located outside of city hall should deposit revenues directly, using duplicate deposit records to update the City Treasurer's financial information on a daily basis. Consideration should also be given to the use of an armored carrier service to transport funds from city hall to the bank and provide necessary cash reserves. The annual cost is estimated at \$6,000. *Action Required: Executive.*

**114. Assign specific functions to staff members and consider use of overtime to offset personnel shortages.**

The Division of the Treasury is understaffed and capable of meeting only its most essential responsibilities. The fiscal 1980 budget includes provision for additional positions to help alleviate current problems. However, certain functions are not carried out because no one has been assigned specific responsibility for the activity. Also, overtime is not used to offset limitations.

To improve division efficiency, specific functions should be assigned to each staff member to ensure that all responsibilities are met. Also, the use of overtime should be considered as a means of keeping work current until staffing levels can be adjusted. *Action Required: Executive.*

**115. Pay witness and jury fees from the cash fund in the municipal courts.**

Witness and jury fee vouchers must be taken to the Division of the Treasury for payment. Since the courts are located at some distance from city hall, this has caused unfavorable public reaction. By increasing the amount of the imprest cash fund maintained at the court house, it would be possible to pay fees immediately and reduce the division work load. *Action Required: Executive.*

## Division of Purchases and Supplies

This division makes all purchases and sells all surplus public property for Cleveland. It also maintains a centralized mail service and provides commonly used office supplies required by municipal departments. As chief operating officer, the Commissioner of Purchases and Supplies supervises an authorized staff of 19 including one vacant position. The division's fiscal 1979 budget amounted to slightly more than \$393,000.

The purchasing function is staffed by eight buyers, an assistant buyer and a budget analyst in addition to clerical and support personnel. One of the buyers is functioning as a deputy commissioner since that post is vacant. Another is responsible for selling all obsolete, surplus or scrap items owned by the city. The remaining buyers are assigned specific commodities to purchase, soliciting bids as required. The assistant acts as backup for the buyers and the budget analyst. During fiscal 1979, the

division issued 10,606 purchases orders with a combined value in excess of \$35-million.

A staff of seven is assigned to the storeroom and mailing functions. Inventory and storeroom activities are handled by a supervisor and a storekeeper with the assistance of two clerical workers. Three federally subsidized trainees stock bins and fill requisitions for the various city agencies. During 1979, nearly 4,000 orders were filled with office supply items valued at \$184,000. Personnel also processed more than 1-million pieces of mail. Physical facilities consist of approximately 2,300 square feet on the lower level of city hall plus a basement storage area of some 1,200 square feet.

## Recommendations

Current ordinances tend to restrict the efficiency of the purchasing operation. Programs are needed to introduce state-of-the-art buying techniques. Procedural modifications, physical improvements and inventory control systems are required to increase the cost-effectiveness of both the storeroom and mail handling functions.

### **116. Revise the commissioner's span of management control.**

All 19 persons involved in the division's purchasing functions report directly to the Commissioner of Purchases and Supplies. This excessive span of control severely hinders operational efficiency.

To remedy the situation, two subordinate positions should be established: Purchasing Supervisor and Inventory Supervisor. These individuals would report directly to the commissioner while remaining staff would report to them. The vacant position of Deputy Commissioner would then be abolished. The proposed Purchasing Supervisor would be responsible for all buying activities and functions as office manager. The other new post would supervise the various warehouse, storeroom and inventory functions including the division mailroom. The net annual cost is estimated at \$32,000. *Action Required: Executive.*

### **117. Transfer responsibility for the city's insurance program to the proposed risk management functions.**

The division maintains an inventory of the city's risk insurance policies and solicits bids from carriers on the same basis as other commodities needed by the city. Since insurance expertise could result in lower premium costs, responsibility for the insurance program would be more appropriately placed under the proposed Risk Manager. *Action Required: Executive.*

### **118. Amend existing ordinances and the city charter to make the purchasing process more effective.**

The existing ordinances and the city charter are unduly restrictive in regard to the city's purchasing functions. The result is excessively time-consuming procedures as well as a diminished return on Cleveland's buying dollars. On the whole, purchasing activities are characterized by massive amounts of paperwork, duplicative reviews, inordinate processing requirements and unrealistic demands with respect to potential suppliers.

To remedy existing deficiencies, the city charter should be amended to permit the Commissioner of Purchases and Supplies to implement changes

with respect to written contracts, bid advertising and dollar limitations for various types of purchases. For example, contracts involving expenditures in excess of an amount determined by a government ordinance would be authorized by an act of the City Charter.

With this authorization, the Commissioner of Purchases and Supplies would be empowered to negotiate a contract with a qualifier bidder after advertising specifications for two consecutive weeks in the city record and other publications. Furthermore, items costing less than \$500 would be bought without formal bids. At least three bids would be obtained for materials costing between \$500 and \$15,000. Purchases in excess of \$15,000 would have to be specifically authorized by ordinance with appropriate bid and contract procedures followed. Implementation would reduce purchase order processing levels by an estimated 40% for a net annual saving of \$76,000. *Action Required: Charter.*

#### **119. Simplify procedures for requirements and standard contracts.**

A requirement contract is an open-ended agreement permitting city agencies to order commodities as required for a specific period of time at a stated price. A standard contract is used for agreements where goods are purchased for delivery at one time. Procedures vary for these agreements, but in either case, the processing is cumbersome and duplicative.

To improve overall efficiency, the same steps should be used for processing both requirements and standard contracts. It would involve the following:

- A five-part form letter is sent from the user to the division.
- Four copies of the letter are forwarded by the division to the Commissioner of Accounts.
- This individual and the Director of Finance certify that funds are available, make the necessary allocation and return two copies of the letter to the Commissioner of Purchases and Supplies.
- Both copies are signed by the commissioner and forwarded to the Director of Law.
- The director prepares required legislation and returns one copy of the letter to the user.
- Legislation is sent to the Clerk of Council for a first reading in council.
- User picks up the resulting ordinance document from the clerk and initiates an administrative report.

Subsequent activities would involve ordinance approval by the council, signing by the Mayor and standard bid/purchasing procedures. In total, the process would be reduced from 45 steps to 36. *Action Required: Council.*

#### **120. Improve utilization of cooperative purchase agreements, surplus federal commodities and items produced by state institutions.**

There are three areas where opportunities exist for increasing the return on Cleveland's purchasing dollars. The first would involve the negotiation

of cooperative purchasing agreements with other municipalities and government entities. An ordinance would be required to authorize the Commissioner of Purchases and Supplies to develop such contracts, subject to approval from the Board of Control.

The second area of potential is related to surplus federal commodities. A program is needed to track what is available and provide the board with updated monthly reports so the information can be circulated among city agencies.

Finally, increased use should be made of items produced for sale by various state institutions. Here, the Commissioner of Purchases and Supplies would obtain data regarding the availability of such goods, inform the board and make subsequent purchases as it directs.

Greater use of procurement sources available through the federal General Services Administration would also be advisable when departments are making purchases to be charged against federal grants. Overall, estimates indicate these procedures could produce an annual saving of \$100,000 based on current expenditure levels. *Action Required: Council.*

#### **121. Modify bid and performance bond requirements.**

Action is pending to eliminate the absolute requirement for bid and performance bonds with respect to purchases of \$50,000 or less. The necessary amendments have not been completed because the council is waiting for an administrative report from the Department of Law. This information should be provided at once. Since bonding costs are generally included in cost estimates, implementation of the changed requirements should save an estimated \$25,000 a year. *Action Required: Executive.*

#### **122. Establish experience qualifications for the post of commissioner.**

The Commissioner of Purchases and Supplies must set performance standards and develop cost-effective procedures for buyers to follow. In total, division personnel are responsible for spending about \$60-million a year in city funds. To ensure that the city receives optimum benefit from its purchasing effort, criteria must be established to ensure that candidates for the post are experienced materials managers with proven administrative skills related to large scale purchasing operations.

In-service training programs should also be utilized to expand the skills of such an individual throughout the course of his or her career as commissioner. A one-time cost of \$3,000 is anticipated to provide additional training to the present commissioner. However, based on industry experience, the introduction of such concepts as value analysis, procurement planning, effective negotiating techniques, systems contracting and inventory forecasting could reduce purchasing expenditures by an estimated \$650,000 at current activity levels. *Action Required: Executive.*

#### **123. Implement a formal recruitment and personnel development program.**

No procedures exist to ensure recruitment and subsequent career development opportunities needed to attract qualified purchasing professionals. A formal program should be designed and implemented to accomplish this objective including revised job descriptions and salary ranges. *Action Required: Executive*

**124. Revise current commodity assignments.**

The present distribution of commodity assignments among the buyers does not recognize certain common sources of supply. For example, fire extinguishers are purchased separately from fire protection equipment and fire fighting supplies, resulting in the loss of potential quantity discounts. Steps should be taken by the division to revise existing commodity assignments, aligning them on a "family" rather than individual basis. *Action Required: Executive.*

**125. Track open purchase orders and requirements contracts.**

There are no follow-up routines to track the status of open purchase orders or requirements contracts in order to expedite deliveries. Procedures should be designed to accomplish this with each buyer accepting appropriate responsibilities. In addition, requirements contracts should include standardized provisions for time extensions. *Action Required: Executive.*

**126. Establish a monthly activity report.**

Information is needed to identify work loads, commodity data, vendor sources and market conditions. Implementing a monthly activity reporting system will provide the commissioner with management data to monitor operational effectiveness. *Action Required: Executive.*

**127. Improve division communications with user agencies**

There is little interface between division buyers and the persons issuing purchase requests in the various agencies. Regular liaison is needed to ensure an appropriate exchange of information in order to improve the effectiveness of the purchasing effort. *Action Required: Executive.*

**128. Institute a supplier management program.**

A regular program is not used to ensure that city purchasing representatives work with major suppliers so all buying requirements will be met or vendor performance improved. Criteria should be developed to evaluate suppliers in the areas of price, service and quality with periodic appraisals conducted to provide necessary management information and improve supplies performance. *Action Required: Executive.*

**129. Require buyers to document recommendations and decisions.**

To establish appropriate accountability, buyers should be required to review all bids for content, tabulate them and include the resulting data as well as their reasons for buying decisions in purchase order files. *Action Required: Executive.*

**130. Implement a salvage/reclamation program, taking immediate inventories of surplus or scrap materials.**

The division disposes only of surplus materials or scrap which are reported available by other agencies. There is no formal method to ensure that all such items are identified and appropriate reclamation, reassignment or disposal action initiated. Steps should be taken to design procedures and reporting techniques to implement an on-going salvage/reclamation program. This should include an immediate city-wide inventory of current materials. The one-time income is estimated at \$50,000. Revenues, including returned

deposits for items such as delivery drums and gas cylinders, should increase by an estimated \$125,000 per year, *Action Required: Executive*.

**131. Streamline the bidding process including establishment of a pre-qualification program and minority supplier objectives.**

Each buyer has a list of potential suppliers for assigned commodities. However, no program exists to establish criteria for bidders not to update the list on a periodic basis. A number of vendors do not solicit city business because of the excessive amount of paperwork involved, particularly requirements for an employment practices report and an affidavit regarding the bidder's management and charter status. Another problem is the current lack of objectives with respect to obtaining minority suppliers.

The entire process could be improved by establishing pre-qualification criteria to screen firms before adding them to the bidders' list and periodically evaluating those already listed. By obtaining necessary information initially, the need for a subsequent affidavit will be eliminated. Furthermore, the employment practices report, which identifies the level of compliance with equal opportunity guidelines, should be streamlined and submitted only once a year by suppliers. Finally, a formal program should be initiated with specific objectives for increasing the amount of business given to minority vendors. Implementation—including periodic purging of the bidders' list—should reduce solicitation costs by an estimated net amount of \$11,200 per year, *Action Required: Executive*.

**132. Establish systems contracting as quickly as possible.**

The Commissioner of Purchases and Supplies has overall responsibility for supervising storerooms and warehouses maintained various city agencies and departments to ensure maximum cost-effectiveness with respect to buying and storing needed items.

To take full advantage of modern purchasing techniques and volume buying programs, a three-step program should be undertaken by the division. First, a central warehouse should be established for an interim period of about three years. It would be staffed by three persons and would serve as a control point as well as a source of supplies. Second, a program of systems contracting should be undertaken in approximately two years, when the expertise of the division has increased, to permit direct ordering of catalog items.

This approach moves the responsibility for inventory maintenance to the vendor if agreements are negotiated properly. Once systems contracting is a reality, the central warehouse operation would be phased out. The one-time cost of reopening the warehouse is estimated at \$20,000 while the annual expenditure should be approximately \$50,000. *Action Required: Executive*.

**133. Improve controls for requirements contracts.**

Although ordinances must be passed by the City Council to authorize requirements contracts on an individual basis, there are no followup controls to track actual expenditures. This situation should be changed by requiring further council approval if spending levels are expected to exceed those specified in the original request for legislation. Subsequent

encumbrances would be monitored by the Division of Accounts and the system for fund disbursement modified to include a multi-part release form which agency users would forward to the division for certification and processing. *Action Required: Executive.*

**134. Establish standard specification for high use items.**

A number of items are used in volume on a repetitive basis by city agencies. However, standard specifications have not been established with respect to such commodities. Steps should be taken to collect necessary information — including private sector advice where appropriate — and identify specification requirements. A qualified person in the Division of Purchases and Supplies should be selected to take responsibility for the project. Based on industry experience, the related annual saving should be approximately \$100,000 at current usage levels. *Action Required: Executive.*

**135. Develop a procedures manual for the division.**

Division personnel do not have a written source of operational policies, procedures or standards of ethics. Since the result can be inconsistent operating practices, this situation should be corrected. The one-time cost of developing and distributing a comprehensive procedures manual is estimated at \$10,500. *Action Required: Executive.*

**136. Improve division housekeeping and security.**

Poor housekeeping as well as lack of appropriate security measures have a negative effect on operational efficiency. A project should be undertaken to enforce housekeeping standards and screen all visitors. Furthermore, buyers should be supplied with lockable files. Consideration should also be given to establishing specific visiting hours for user or vendor representatives. Finally, partitions should be installed to provide some privacy for personnel. The one-time cost is estimated at \$20,300. *Action Required: Executive.*

**137. Modernize record retention procedures.**

Records storage requires an estimated 600 square feet of division space because documents are retained for excessively long periods. Much of the information is available elsewhere and growing volumes make efficient retrieval difficult.

To remedy this situation, records prior to 1979 should be purged. Material that must be maintained should be microfilmed and a reader installed. A master retention schedule should be developed and enforced to control storage requirements. The one-time cost of implementation is estimated at \$7,700 with an annual expenditure of about \$3,800. *Action Required: Executive.*

**138. Modify terms and conditions on purchase order forms.**

The conditions stipulated on the reverse side of the city's purchase order documents do not provide sufficient protection in a buyer/seller relationship. The form should be revised, after suitable consultation with the Department of Law, to incorporate adequate safeguards, permitting the purchase order and subsequent acknowledgment to form a contract between the city and the vendor selected. *Action Required: Executive.*

merchandise and accompanying supply records are inaccurate. To remedy this situation, the following procedures should be forwarded:

- Determine appropriate locations for suppliers in the storeroom and resituate items accordingly.
- Provide bin tags to show the description and stock number of items in these locations as well as a master bin list.
- Count each item in stock and prepare an inventory control card, setting aside obsolete, scrap and surplus items for disposal.
- Establish appropriate re-order points for storeroom supplies and update inventory records as required.

Based on industry experience with similar control systems, implementing the proposed procedures should provide the Division of Purchases and Supplies with a net annual saving of \$1,500 using 1979 inventory values. *Action Required: Executive.*

#### **144. Institute procedures for requisitioning stationery supplies.**

No standard procedure exists for agencies to requisition stationery supplies from the city hall storeroom. The following requirements should be established to improve operational efficiency:

- Consolidated requisitions should be prepared by the various divisions or departments based on projected needs.
- Order forms showing the catalogue description, bin number, unit of issue, unit cost and price extension should be submitted to the storeroom on Monday or Wednesday from 8:00 a.m. to 12:00 p.m.
- Supplies would be available for pickup on Wednesday or Friday morning, depending on when the requisition was submitted.
- A list of authorized signatures would be maintained by the storeroom for comparison with order forms.

This procedure will significantly reduce the number of daily requisitions, enabling the storeroom to function more effectively. *Action Required: Executive.*

#### **145. Revise the supply catalogue to reflect user needs.**

Many office supplies used by city divisions are not kept in the storeroom's inventory or the quality of items available is not considered satisfactory. As a result, agencies make their own purchases from petty cash funds, circumventing the city's efforts at cost control and reducing inventory turnover.

To eliminate existing problems, the Commissioner of Purchases and Supplies should establish new specifications for appropriate office supplies. The resulting list would be circulated among the agencies so they could project their annual needs. Additional requirements — and estimated usage levels — should also be indicated by the various divisions. Once the survey is

complete, vendor bids can be evaluated and the storeroom catalogue updated to identify all supplies which will be offered. Based on current expenditures, this approach could reduce the city's inventory costs by an estimated \$18,000. *Action Required: Executive.*

**146. Modify existing requisition forms and change copy routing.**

A five-part form is used by the divisions to requisition supplies and record related chargebacks. One copy is kept by the storeroom, one returned to the requisitioning division with the supplies, a third sent with the month-end billing, a fourth retained by the division as a control and the final copy submitted to the Division of Accounts as a record of month-end billings. Carbon paper must be cut and inserted in the current document to provide the necessary copies, increasing clerical processing time substantially.

To improve overall efficiency, a new three-part, carbonless form should be used for requisitions. One part would be retained by the division. The other two would be sent to the storeroom. Once the order is filled, the storeroom would return one copy to the division and send the other to the Division of Accounts for the necessary chargeback. Out-of-stock items would have to be reordered by the division at a later date. Implementation would significantly reduce the clerical processing now done by the divisions and storeroom personnel. *Action Required: Executive.*

**147. Meter city mail and eliminate sales of postage stamps.**

In 1979, 16,000 stamps were requisitioned by the storeroom for use on city mail or sale to employees. However, no system exists to control this activity and cash balances cannot be reconciled on a consistent basis. To improve operational control, all city mail should be metered and the use or sale of stamps discontinued. *Action Required: Executive.*

**148. Eliminate sale of weekly bus passes through the storeroom.**

Weekly bus passes are purchased by the Commissioner of Purchasers and Supplies from the Regional Transit Authority (RTA). City personnel then buy them to use when on official business. The procedure involves a good deal of clerical processing as well as courier service between the storeroom and the RTA offices. To improve overall efficiency, the procedure should be changed.

Under the proposed approach, each division head would indicate the total number of passes required for staff use. Monthly instead of weekly tickets would be purchased and distributed to the division heads, bypassing the storeroom. The division heads would then assume responsibility for their dispersal. *Action Required: Executive.*

**149. Modify procedures for certified mail.**

Certified mail is delivered to the mailroom by the user agency to have postage applied. A clerk subsequently prepares a control form which is stamped by the post office and used as a receipt. The related processing time on a daily basis is substantial.

To improve operational efficiency, responsibility for preparing control forms should be transferred to the user agencies. In this way, one document

could be prepared for all certified letters or packages being sent. The amount of postage needed for each piece would be inserted later by the mailroom along with the certification number. *Action Required: Executive.*

**150. Establish a mail courier service.**

An estimated 50 divisions send personnel to city hall twice a day to drop off and receive mail. This is extremely inefficient. As indicated in another recommendation, the current staff should be revised to include two full-time mail couriers. These individuals would be responsible for picking up mail at the post office each morning and sorting it for delivery. This should be accomplished by 9:00 a.m. One courier would then deliver all documents addressed to locations within city hall while the other would handle off-premises mail for other divisions. A second delivery should be scheduled each afternoon at approximately 2:30 p.m. The annual operating cost is estimated at \$2,500. Implementation would also require a one-time expenditure of \$10,000 for an appropriate vehicle. *Action Required: Executive.*

**151. Revise the agency chargeback system.**

When supplies are requisitioned by a city agency, a storeroom clerk enters the unit cost per item on the form, extends the price and totals the entries, adding a 15% surcharge. A copy of the requisition is then sent to the Division of Accounts which charges back the amount to the agency. The same approach is used for mail costs. The amount of clerical processing time required by this procedure is substantial and the error rate is extremely high.

The surcharge should be eliminated since it has no impact on the storeroom's operating budget. Under the recommended approach, unit costs and the extended prices would be inserted on the requisition form by the requesting agency, using the storeroom catalogue for the necessary source information. When the Division of Accounts receives a copy of the form, it would total the entries and make the appropriate charge. The same system would be used for mail services with cost information supplied to the Division of Accounts by the mailroom on a monthly basis. *Action Required: Executive.*

**152. Improve current physical facilities.**

The storeroom/mail area and supplemental storage facilities are poorly arranged and badly utilized. To improve operational efficiency, the mailroom operation should be resituated to the city hall area now used by the licensing clerks. Steps should then be taken to upgrade the existing storeroom area which requires both additional shelving plus a security door at the main entrance and the entry to the basement storage space. The one-time cost is estimated at \$8,000. *Action Required: Executive.*

## **Income Tax Administration/ Central Collection Agency**

Enforcement of Cleveland's municipal income tax laws is the major responsibility of the Income Tax Administration/Central Collection Agency

(CCA). It also contracts with other municipalities to serve as a collection point for their taxes.

An Advisory Board of tax administrators from member cities provides guidance to a policymaking Executive Committee composed of Cleveland's Director of Finance and four elected representatives of the board. Day-to-day operations are the responsibility of the Income Tax Administrator. This individual supervises a staff of 45, supplemented by six part-time seasonal personnel. The fiscal 1979 operating budget amounted to slightly more than \$1.4 million.

CCA has contracts with 30 cities to administer and collect income taxes from a combined population estimated at more than 1-million. Operating costs are paid by the cities, using a formula based on the number of transactions processed and the amount of revenue collected. Services include generating taxpayer lists, computing amounts due, billing, following up on delinquent accounts and assisting individuals in preparing returns. During 1979, CCA collected nearly \$118-million in taxes at a gross cost of \$1.4-million or 1.2% of revenues. Cleveland's portion of the taxes amounted to nearly \$92-million.

## Recommendations

CCA is not operating at full efficiency, partly because it is simultaneously controlled by both the City of Cleveland and an Executive Board representing the other member cities. Also, substantial opportunities exist to increase revenue collections.

### **153. Establish CCA as an autonomous agency.**

CCA is now a part of Cleveland's government structure although its purpose is to provide equal tax collection services to all contracting municipalities. Policy conflicts have sometimes arisen between Cleveland, which is the largest participant, and other member cities.

To resolve possible inequities, CCA should be established as an autonomous agency. A tax administrator should be hired, reporting to the Director of Finance, to handle Cleveland's tax functions and represent the city on the CCA Advisory Board. Implementation of this suggestion would require an annual expenditure of \$22,000 for the proposed new position. *Action Required: Council.*

### **154. Revise procedures to ensure maximum revenue collections.**

During 1979, CCA collected nearly \$118-million in taxes for its 30 participating members. However, substantial additional revenues would be provided by instituting the following procedures:

- Require all wage earners to file municipal returns even if no taxes are owed. Implementation should increase collections substantially, resulting in a net annual income of \$2.2-million, after subtracting the cost of six additional auditing positions.
- Use copies of license applications from the Division of Licenses and Assessments as a means of identifying persons or businesses failing to file tax returns.

- Issue filing forms and a copy of the city's income tax regulations to persons requesting building permits. A log of issued permits should be maintained for tax follow-up.
- Monitor court records to identify attorneys who fail to pay municipal taxes. Implementation should provide a one-time income of \$25,000 from non-filers with annual additional revenues estimated at \$10,000.
- Utilize hospital staff lists to follow up on physicians who are liable for municipal taxes. The potential for additional income is calculated at \$100,000 per year.
- Hire a full-time lawyer to provide legal guidance and representation to CCA. Favorable court findings could reduce current refund expenditures by an estimated \$20,000 per year while collection income could increase by \$80,000. The annual cost is calculated at \$32,000 for a net benefit of \$68,000.
- Increase the field staff monitoring taxpayer compliance. Subtracting an annual cost of \$85,000, the net increase in income should amount to \$135,000.
- Educate taxpayers about municipal filing requirements. A comprehensive program would probably cost \$10,000 a year, assuming an appropriate level of public service media donations.

Substracting anticipated costs, implementing these changes should provide a total annual income of \$2.5-million, a net annual saving of \$20,000 and a one-time income of \$25,000. *Action Required: Executive.*

**155. Increase compliance efforts in eastern Cuyahoga and Lake Counties.**

CCA has a program in cooperation with Warrensville Heights to prosecute tax violators in the Bedford Municipal Court. More than \$65,000 was collected in 1979. Similar programs should be established in the Euclid and Mentor Municipal Courts to serve eastern Cuyahoga and Lake Counties. *Action Required: Executive.*

**156. Establish a method for identifying recoverable administrative expenses from CCA.**

While some administrative expenses are charged to CCA by the City of Cleveland, the methods of identifying and allocating them are not consistent or well documented. Therefore, a time analysis/cost study should be conducted by the Department of Finance to establish appropriate allocation criteria and procedures. *Action Required: Executive.*

**157. Reassign surplus space now occupied by CCA.**

CCA now occupies approximately twice as much floor space as its operations require. Therefore, an estimated 12,500 square feet should be reassigned to an appropriate city agency. The one-time cost of alterations is calculated at \$1,000. *Action Required: Executive.*

**158: Reduce the petty cash fund to \$500.**

CCA maintains a petty cash fund of \$2,500. This amount is excessive and should be reduced to \$500. *Action Required: Executive.*

**159. Revise receipt procedures.**

Cash payments made to CCA are documented on a four-part form, supplemented by a manually updated cash ledger. It would be more efficient to substitute a two-part form— one copy for CCA and one for the customer — and discontinue the ledger. Based on current processing costs, the net annual saving for forms would be \$600. *Action Required: Executive.*

**160. Improve building security.**

Considering the amounts of cash received daily at CCA, building security should be improved during operating hours. Installation of a silent alarm system would require a one-time expenditure of \$1,000. *Action Required: Executive.*

**161. Revise ordinances governing the Board of Tax Review.**

The current makeup of the Board of Tax Review does not provide appropriate expertise to decide tax cases. Therefore, governing ordinances should be amended to replace the Director of Public Utilities with a representative of the Cleveland Municipal Court and the Director of law with an appointed representative of the Mayor. It should further be required that all three board members, including the President of the City Council, be present to constitute a quorum. *Action Required: Council.*

**162. Use temporary help to process mail in peak seasons.**

Peak tax seasons require that personnel in CCA's Accounts, Compliance and Audit Sections be used to open and process mailed returns so funds can be deposited. The process could be substantially improved by using between six and 10 temporary employees to handle this activity. Faster compliance follow-up should result in a net annual revenue increase of \$42,000, assuming an average of eight persons would be needed as temporary help. *Action Required: Executive.*

**163. Utilize random sampling and field audits of corporations to improve taxpayer compliance.**

The Audit Section has a supervisor and six auditors. Three are responsible for individual returns and three for corporations. This unit should be increased by six positions so that random samplings can be made of individual returns and field audits conducted on corporations. The additional cost would be more than offset by potential returns. *Action required: Executive.*

**164. Mechanize penalty and interest billing activities.**

Three employees are involved in billing activities, including calculations, for penalty and interest payments. The entire process could be automated for a net annual saving of \$12,000. The increase in annual income through faster billing is estimated at \$3,000. *Action Required: Executive.*

**165. Improve utilization of the Controller and Assistant Chief of Records.**

Both of these individuals devote some portion of their time to activities which should be relegated to clerical personnel or handled by computer. The one-time programming cost for a data collection application is estimated at \$1,000 while the annual expenditure would be \$4,000. *Action Required: Executive.*

**166. Improve systems in the Records Unit.**

Current systems in the Records Unit are inadequate for proper administration and enforcement of municipal tax laws. The experience requirements for the chief's position should be revised to emphasize systems development and management expertise rather than programming experience. Candidates for the post should be evaluated on their ability to design and implement effective systems to meet identified needs of the agency. *Action Required: Executive.*

**167. Consider possible use of word processing equipment in the Income Tax Administration/Central Collection Agency.**

CCA uses about 50 form letters and several types of legal documents, all of which are manually prepared. A study should be conducted to determine if these activities could be handled more economically with word processing equipment. *Action Required: Executive.*

**168. Improve the efficiency of keypunching operations.**

Based on industry standards, productivity in the Keypunching Section is low. Output could be improved substantially through increased operator training, utilization of specific performance criteria and better coordination of requirements with service users. Implementation of this proposal should reduce staff requirements by one position for an annual saving of \$16,000. The one-time training cost is estimated at about \$8,000. *Action Required: Executive.*

**169. Catalogue and store job control language at the data center's library.**

Job control language is stored by CCA and provided to the data center with each run request. This reduces run control, security and backup recovery possibilities. Therefore, the material should be catalogued and stored at the center's library. Implementation costs would be minor. *Action Required: Executive.*

**170. Design a standard transmittal document for submissions to the data center.**

CCA does not provide sufficient instructions to data center personnel with respect to the work which is submitted for processing. A standard transmittal document should be designed to describe master file input requirements, report criteria and turnaround needs. *Action Required: Executive.*

**171. Upgrade duplicating resources.**

The duplicating equipment at CCA does not have sufficient capabilities to meet all reproduction needs. It should be upgraded since the additional cost per year would be minimal. *Action Required: Executive.*

**172. Improve the existing telephone system.**

The telephone system utilized by CCA is extremely limited and unable to cope with traffic requirements. A study should be conducted to determine agency needs and related costs. *Action Required: Executive.*

# Division of Printing and Reproduction

This division provides printing and reproduction services as required by various agencies, including all photographic work needed by the city. The Commissioner of Printing and Reproduction supervises a staff of 16 city-budgeted employees plus two federally funded positions. The fiscal 1979 budget amounted to \$400,000, an allocation which is subsequently charged back to user agencies. During fiscal 1979, the division handled nearly 18,500 jobs for a total billing of \$291,000. Physical facilities consist of two rooms in city hall plus approximately 18,000 square feet in another city-occupied building.

## Recommendations

This function is not a cost-effective operation. Substantial improvements are needed in scheduling, equipment capabilities and procedures.

### **173. Upgrade division operations to handle the majority of the city's printing needs.**

During fiscal 1979, the city spent an estimated \$350,000 for outside printing services. Many of these jobs could have been handled by the Division of Printing and Reproduction, provided it was properly staffed and equipped. The following 11-step program should be undertaken to improve division capabilities:

- Identify all city printing which should be handled in-house.
- Develop operational objectives for the division including a maximum turnaround of 10 working days for all routine jobs.
- Dispose of unneeded equipment and acquire appropriate items as replacements.
- Realign responsibilities to ensure optimum use of staffing resources.
- Develop a training program for division personnel.
- Implement a production scheduling system.
- Modify the printing operation's physical layout.
- Establish a system for job estimates, production standards and cost calculations.
- Improve the filing of negatives and plates.
- Develop a preventive maintenance/equipment replacement schedule.
- Provide monthly reports on division activities to measure operational effectiveness.

Based on current expenditures, the net annual saving should amount to \$55,500. Equipment disposal and replacement would result in a net one-time expenditure of approximately \$42,000. *Action Required: Executive.*

**174. Publish an illustrated catalogue of services.**

Many of the city's agencies are not familiar with the range of services provided by the division. To remedy this, an illustrated catalogue should be developed for general distribution. By increasing the use of this internal resource, overall printing costs should be reduced by an estimated \$34,500 in addition to the savings claimed elsewhere. *Action Required: Executive.*

**175. Improve utilization of duplicating equipment.**

There are some 81 duplicators which generate an estimated volume of 11-million copies per year. Of these, 14 are located in city hall. A review indicates that the available equipment is not being used efficiently. Therefore, a program should be undertaken to establish an optimum number—as well as locations—for city duplicating equipment. As a first step, those in city hall should be resituated to eliminate five machines. The annual saving would amount to \$27,600. *Action Required: Executive.*

**176. Develop a paper procurement and inventory control program.**

As part of the project to improve division efficiency, a program should be undertaken to identify estimated paper needs. It should include procedures to ensure cost-effective procurement as well as appropriate inventory controls. Current expenditures should be reduced by an estimated 5% for an annual saving of \$2,600. *Action Required: Executive.*

**177. Relocate the paper stock area.**

Paper stock is kept in several places throughout the existing storage area and production floor. This is inefficient and the stock should be consolidated in what is now an employee garage. The one-time cost of relocation would amount to \$9,000. *Action Required: Executive.*

**178. Improve plant security.**

Physical changes are needed to provide appropriate security in the division's quarters which it shares with other agencies. The one-time cost of these alterations is estimated at \$400. Policies should also be implemented requiring various existing exits and entrances to be locked. *Action Required: Executive.*

**179. Determine microfilm requirements for the city.**

Microfilming activities are one of the division's responsibilities. However, other city agencies have purchased equipment independently. Therefore, a program should be undertaken to identify agency requirements and provide suitable facilities and procedures and coordinate machine usage. *Action Required: Executive.*

## Sinking Fund Commission

The commission is responsible for investing surplus tax revenues and temporary excess cash overnight in order to accumulate monies for the payment of city bonding debts. Daily contact is maintained with various financial institutions to accomplish this.

## Recommendations

The absence of a permanent director is hampering management activities in the department. However, day-to-day operations are functioning efficiently. Separate reports have been prepared on the major divisions.

### **184. Appoint a permanent director and revise position responsibilities.**

The director's post is currently vacant. It should be filled with a qualified candidate and the position's responsibilities redefined to improve overall management control. The director's qualifications should include proven ability in planning, organizing and directing the activities of a multi-faceted organization.

As described elsewhere, the Department of Public Safety will assume the additional responsibilities for maintenance and operation of a consolidated communications function which is currently divided between its Divisions of Police and Fire as well as the Custodian of City Hall and various other departments. This activity would encompass police and fire signals and radio functions. *Action Required: Executive.*

### **185. Reassign responsibility for budget preparation and expenditure authorization to respective division heads.**

To ensure appropriate delegation of management responsibilities, division heads should be made responsible for preparing their respective budgets and approving subsequent expenditures, subject to a review by the director. This will enable division managers to monitor budget performance and control operating costs more effectively. Two clerks in the Office of the Director currently process expenditure requests from the divisions. Implementation would reduce support staff requirements by one position for an annual saving of \$15,500. *Action Required: Executive.*

### **186. Appoint a communications manager to handle a consolidated police/fire signal and radio repair function.**

Operational responsibilities for the police and fire signal system as well as the radio repair function are fragmented between the Divisions of Police and Fire, and various other departments. To achieve effective control of these activities, a qualified communications manager should be appointed to report to the Director of Public Safety. All personnel now assigned to police and fire signal as well as radio maintenance functions would be placed under this individual's jurisdiction. Implementation would make it possible to reduce the radio maintenance staff by two positions for an annual saving of \$28,800. In addition, an estimated five firefighters would be freed for reassignments. *Action Required: Executive.*

### **187. Transfer responsibility for dance hall permits to the Division of Assessments and licenses.**

Dance hall permits are issued by the Department of Public Safety although no inspection or surveillance function exists within this agency. It would be more logical to transfer the activity to the Division of Assessments and Licenses in the Department of Finance. *Action Required: Executive.*

### **188. Allocate funds in each division budget for grant development activities.**

Major funding resources are potentially available to the various divisions in the Department of Public Safety through a variety of federal, state and

local grants. To increase the flow of funding to Cleveland, each division should allocate a specific portion of its operating budget to grant development activities including personal contacts with appropriate public and private agencies. *Action Required: Executive.*

**189. Provide performance guarantees for van operations in the Division of Dog Pound.**

A total of 10 vans are used to provide services in census tracts under a federal grant obtained through the Department of Community Development. To meet federal auditing requirements, the Director of Public Safety should execute performance guarantee contracts for this activity with the Director of Community Development. *Action Required: Executive.*

**190. Increase the fee for private police commissions.**

Private police commissions are issued annually by the Department of Public Safety to permit qualified individuals to perform security work as designated. The processing costs of this activity are not covered by the current fee of \$10. Therefore, it should be increased to \$20 to help defray expenditures. The additional annual income to be derived is estimated at about \$17,500. *Action Required: Executive.*

## Division of Police

This division, commonly known as the Police Department, is responsible for protecting both lives and property. Activities encompass programs of general law enforcement, crime prevention and apprehension of persons suspected of crimes.

The division's Chief of Police has a force of 1,860 officers, 54 parapolice and 295 civilians to provide police services in Cleveland. The fiscal 1979 budget amounted to nearly \$47-million. Operationally, the division, which is based in the Justice Center complex, consists of eight areas: Headquarters, Communications, Bureau of Community Services, Bureau of Traffic, Major Offense Bureau, Bureau of Staff Services, Bureau of Inspection and Administrative Services, and Bureau of Training.

### Recommendations

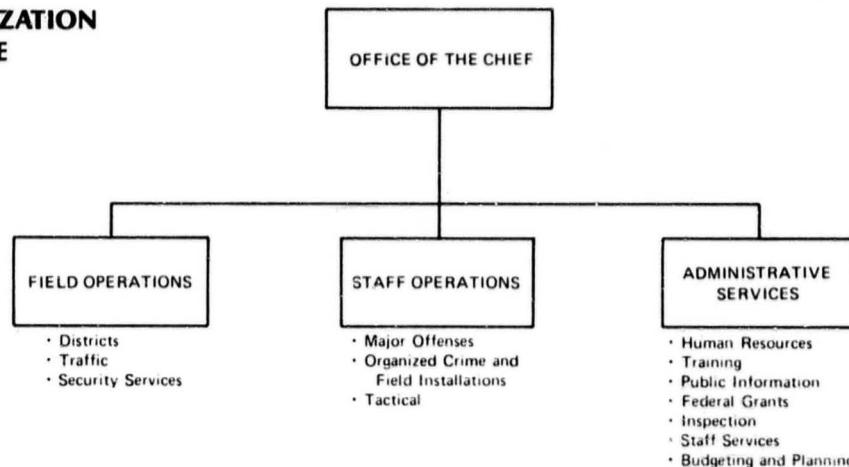
The division is carrying out its mandate to protect the citizens of Cleveland and their property. However, a great many opportunities exist to improve the efficiency of day-to-day operations with respect to current policies, procedures, systems and staffing practices.

**191. Realign the division's organization structure.**

The division's current organization reflects a traditional military structure adopted by police organizations for more than 100 years. However, it does not provide an effective grouping of responsibilities which can enhance operational efficiency and ensure optimum use of both officer and civilian personnel. In addition to a headquarters and communications staff in the Justice Center, the present division includes six bureaus: Community Services, Traffic, Major Offense, Staff Services, Inspection and Administrative Services, and Training.

---

## PROPOSED ORGANIZATION DIVISION OF POLICE



The district concept now used to provide citizen services is sound and should be continued. However, an internal study should be undertaken, following the structural realignment proposed here, to determine if the number of locations of the districts should be altered. The recommended organization for the division is shown by the chart directly above.

Under this approach, the various centralized staff activities would report to the Office of the Chief while line operations would be divided into three areas: Field Operations, Staff Operations and Administrative Services. As described in another report, all communications personnel would become part of a consolidated operation serving the entire Department of Public Safety. Line responsibilities would be as follows:

- **Field Operations:** Functions included in this area would encompass district activities, traffic and security. Personnel would be drawn from the Bureaus of Community Services and Traffic.
- **Staff Operations:** Major offenses, organized crime, field installations and tactical work would be consolidated in this area. It would encompass the activities now handled in the Major Offense Bureau.
- **Administrative Services:** Responsibilities here would include human resource development, training, public information, federal grants, inspection, staff services, budgeting and planning. Personnel from the Bureaus of Staff Services, Inspection and Administrative Services, and Training would be reassigned to this area.

Each of the proposed line units would be supervised by an assistant chief, thus reducing the chief's current span of control. Implementation should substantially enhance overall operational efficiency. *Action Required: Executive.*

### **192. Assign responsibility for the division's operating and capital budgets to the Chief of Police.**

The Chief of Police is in charge of all operations in the Division of Police. Yet, the incumbent is not responsible for preparing the annual operating or capital budgets. Thus, there is no direct accountability for the fiscal integrity of this important service area.

A budget preparation program should be initiated immediately in anticipation of fiscal 1981. Under the proposed approach, bureau executives would submit budget requests to the chief who would be responsible for preparing consolidated figures for the Mayor's review. Each bureau head would then be held accountable for conforming to approved budget allocations. *Action Required: Executive.*

**193. Improve continuity in the post of chief.**

Since 1966, Cleveland has had 13 Chiefs of Police. These frequent changes in a major executive post have had an extremely negative effect on division morale and operational efficiency. The present system of appointing incumbents should be changed. Under the proposed approach, candidates for the post would be offered a minimum three-year contract, renewable at the option of the Mayor. *Action Required: Executive.*

**194. Implementation an integrated police information system.**

The current police dispatch system requires manual recording information phoned in by citizens, followed by transfer of the data by mechanical conveyor belts to dispatch stations. The process is time-consuming, inefficient and at times of peak demand, difficult to manage. In addition, various services are provided on a geographic basis which requires accurate identification of respective police or fire districts, council wards and census tracts. Reports of crimes and arrests must also be prepared and processed by division personnel, another time-consuming, labor-intensive operation.

To improve overall efficiency, an integrated police information system should be implemented. The one-time cost is estimated at \$488,000. Based on current expenditures, the net annual saving would amount to \$828,000. The proposed system would have the following capabilities:

- Computer-Assisted Dispatch Services: This mechanism for processing citizen requests for emergency services would supplement the proposed 911 program. It would be used for police, medical service, traffic engineering and fire equipment dispatching.
- Geographic Base File: Data would be included to supply accurate, computerized cross references of street addresses with police and fire districts, council wards and census tracts for service dispatch purposes.
- Reports of Crimes: More than 50,000 hours are now spent to manually prepare crime reports, including incidents of suspected arson. This activity could be aided by the proposed information system.
- On-Line Booking: This capability would be coordinated with the proposed system for the municipal court prosecutor to provide accurate collection, processing and dissemination of information on arrested persons. *Action Required: Executive.*

**195. Abandon efforts to reactivate the division's car terminal system.**

In 1974, the division purchased 100 car digital terminals and supporting hardware in order to improve police response time. The system became inoperative in mid-1979 and efforts to reactivate it have proven unsuccessful. More importantly, inadequate capability and an inability to transmit responses

in sequence—causing users to doubt the validity of information—make the network unsuitable for police communications. The system should be abandoned. *Action Required: Executive.*

**196. Redesign the format for crime reports.**

Reports of crimes listed by district and address of occurrence are distributed 30 to 60 days following the month in which the incidents occur. Both the timing and the format make these documents virtually useless as a crime analysis tool. The reports should be redesigned to provide information on crimes by type and location. Copies should be sent to district commanders no later than five days after the month when the incidents occurred. *Action Required: Executive.*

**197. Establish a post of legal advisor in the division.**

At present, the division has no one on its staff capable of reviewing new legislation or interpreting court decisions which could affect police responsibilities or operations. A qualified attorney should be assigned by the Department of Law and report to the chief to fulfill this function. *Action Required: Executive.*

**198. Provide personnel with a comprehensive procedures manual.**

Division personnel have two sources for procedural guidance: a manual of rules and regulations published by the Director of Public Safety and the general police orders issued by incumbent chiefs. Neither provides an easy-to-use reference of current policies. Therefore, a qualified high-ranking police executive should be selected to coordinate the consolidation and indexing of necessary information into a comprehensive procedures manual. The one-time cost is estimated at \$10,000. *Action Required: Executive.*

**199. Reassign community response functions to the districts.**

The division has a federally funded community response program which reports directly to the chief. It would be more efficient to have the units responsible for this activity reassigned to the districts they serve through the existing Bureau of Community Services. *Action Required: Executive.*

**200. Develop a program to control overtime.**

During 1979, division personnel worked nearly 325,000 hours of overtime. Considering the costs, both in direct salary payments and deferred liabilities due to overtime options, a program is needed to control these expenditures without disrupting required services. The following are among the areas which should be addressed:

- Establish a realistic goal for overtime reductions.
- Develop budget objectives at the district and bureau levels related to overtime expenditures.
- Improve overtime reporting capabilities.
- Plan staff allocations on the basis of "minimum acceptable" criteria.
- Eliminate the granting of overtime credit for firing range proficiency.

- Work with courts and prosecutors to minimize overtime requirements due to case scheduling or unavailability of prosecutors to issue affidavits when required.
- Assign calls to incoming rather than outgoing shift personnel whenever possible.
- Consider the feasibility of eliminating overtime for ranks of lieutenant and above.
- Cease conversions of previously earned overtime credits for the purpose of altering pension computations.

If implementation of this program reduced overtime expenditures to the 1978 level, the annual saving would be almost \$632,000 based on current costs. *Action Required: Executive.*

**201. Include overtime pay analyses in the first phase of the proposed personnel resources management system.**

An integrated information system is proposed in another report to provide data on the city's personnel resources. Due to its comprehensive nature, the system would be implemented in several phases over a period of years. The first phase should include overtime pay analyses to help the city control this major expense item in the Division of Police. *Action Required: Executive.*

**202. Establish a Public Information Unit in the division.**

The public receives information from and about the Division of Police from a number of sources. In some cases, considerable embarrassment has been caused by misinformation from unofficial "leaks."

A Public Information Unit should be established in the division to gather, organize and disseminate all data required by the public about its police. A qualified supervisor, two patrol officers and a civilian secretary should be reassigned to staff the unit. *Action Required: Executive.*

**203. Conduct a comprehensive study of non-patrol functions performed by division officers.**

Only 7.5% of the persons employed by the Division of Police are civilians compared to an average 19.6% for similar organizations in comparably sized cities. A survey indicates that approximately 230 non-patrol functions are being performed by patrol officers. This not only inflates overall personnel costs, it represents an inefficient use of trained police personnel.

A comprehensive study should be undertaken by the division to identify opportunities for substituting civilian staff in non-police assignments. A conservative estimate shows 115 positions, excluding those identified in subsequent recommendations, could be converted. The addition of lower salaried civilians would result in an annual cost estimated at \$1.9-million, based on current administrative expenditures. *Action Required: Executive.*

**204. Replace two officers in the Medical Unit with civilians.**

Too many clerical jobs are being done by trained police officers. For example, the Medical Unit staff includes two patrolmen who do nothing but clerical

work. They should be reassigned and their present posts filled by civilians. The difference in salary will result in an annual cost of \$25,600. *Action Required: Executive.*

**205. Fill clerical posts in the Bureau of Traffic with civilian personnel.**

A total of five officers are assigned to duties in the Bureau of Traffic that could be performed as effectively by civilian personnel. The jobs include administrative functions now performed by a lieutenant, clerical duties assigned to two officers in the Foot Patrol Unit and security functions at two impound lots which should be contracted to a private service. Replacing the officers with civilians and returning them to active duty would result in an annual cost of \$81,000. *Action Required: Executive.*

**206. Authorize use of civilian personnel for laboratory technical positions.**

The laboratory posts in the Major Offense Bureau often require skills not available among officer ranks. Therefore, the general police orders should be amended to permit the use of civilians in such positions where necessary. *Action Required: Executive.*

**207. Reassign officers in the speakers' bureau to the districts.**

Officers are available from the districts as well as a central speakers' bureau to provide information on police operations and the like. This duplication should be eliminated by reassigning current headquarters personnel to the districts. *Action Required: Executive.*

**208. Reinstitute the Fraud Unit.**

Following the decentralization of the Detective Bureau to the districts, the Fraud Unit was disbanded. This change has hampered efforts to suppress crimes of fraud and the unit should be reformed. *Action Required: Executive.*

**209. Increase the staff in the Ports and Harbor Unit.**

Twelve officers are assigned to active duty in the Ports and Harbor Unit. This level of staffing is insufficient during peak seasons and should be increased by seven reassessments for six months of each year. *Action Required: Executive.*

**210. Assign a lieutenant and three sergeants to the Crime Analysis Section.**

The Crime Analysis Section is comprised of 30 detectives, supervised by a single sergeant. To ensure adequate management capabilities, a lieutenant and three sergeants should be added to the section. *Action Required: Executive.*

**211. Reassign the three officers who comprise the Transport Unit.**

The Transport Unit acts liaison with the Division of Motor Vehicle Maintenance in the Department of Public Service. Implementing the shop improvement controls described in the report on that division would eliminate the need for this unit, freeing three officers for reassignment. *Action Required: Executive.*

**212. Staff the Planning and Research Unit with appropriate personnel in accordance with its published charter.**

Existing personnel should be moved to new assignments where they can benefit the division. The Planning and Research Unit must be appropriately staffed to perform according to its published charter. *Action Required: Executive.*

**213. Publish staff deployment charts.**

At present, there is no reliable source of published staffing information available in the division. To avoid employee misconceptions regarding personnel strength, staff deployment charts should be developed and circulated throughout the division. *Action Required: Executive.*

**214. Discontinue carrying disabled personnel on unit rosters.**

The accuracy of personnel counts is questionable because of the practice of showing disabled officers on unit rosters. This policy should be changed by assigning such individuals to the Medical Unit until they can be returned to active duty or processed for an appropriate pension. *Action Required: Executive.*

**215. Establish controls over temporary duty assignments.**

In many cases, "temporary" assignments are continued well beyond appropriate time spans, a practice which limits the effectiveness of job bidding procedures. To remedy this situation, officers should remain in temporary assignments for three months unless an extension is approved by the Chief of Police. Under no circumstances should the total time served exceed six months. *Action Required: Executive.*

**216. Consolidate duplicative telephone systems.**

Separate telephone systems are used by city hall, the police and the convention center. The combined annual cost is \$980,000. Consolidating these systems would result in an annual saving of \$100,600 including a staff reduction of five positions. *Action Required: Executive.*

**217. Improve telephone services in the Homicide Unit.**

There are not enough phones in the Homicide Unit for the 30 detectives assigned there. Four regular instruments and one for incoming calls only should be added for an annual expenditure of under \$300. *Action Required: Executive.*

**218. Assign a specific radio channel to Tactical Unit.**

The division's tactical personnel must share a radio channel with five other units. This can compromise their safety in dangerous assignments. Therefore, procedures should be changed to ensure exclusive use of one channel by the Tactical Unit. In addition, ear jacks should be supplied to personnel from the equipment currently on hand. *Action Required: Executive.*

**219. Consolidate facilities for police and fire dispatch services.**

Two centers are maintained to dispatch police and fire emergency vehicles. Both could be consolidated in one location to improve response time and reduce staffing requirements. The one-time cost is estimated at \$75,000. Annual savings to be attained on equipment are calculated at \$1,000 based on current costs.

Consolidation will facilitate the installation of the integrated information system described elsewhere. In addition, at least five positions could be reassigned to police or fire operations. *Action Required: Executive.*

**220. Replace obsolete radio equipment.**

The division has some 600 portable radio units of which an estimated 400 are obsolete. Since a reliable radio communications network is essential in police operations, the equipment should be replaced. The one-time cost would be \$257,100 although expenditures could be spread over a three-year period. *Action Required: Executive.*

**221. Provide appropriate officers with paging equipment.**

Officers in the division's tactical units must provide telephone numbers where they can be reached in off-duty hours. This is not always a practical means of contacting personnel when backup is required. It would be more efficient to equip these officers and unit commanders in the Major Offense Bureau with paging devices. The annual cost is estimated at \$7,600. *Action Required: Executive.*

**222. Assign appropriate radio equipment to the Homicide Unit.**

This unit no longer has radio equipment to keep members in contact. A base station hi-band VHF radio from available police radio inventory should be installed. *Action Required: Executive.*

**223. Allocate funds for immediate replacement of 136 police vehicles.**

As discussed elsewhere, the city must implement an on-going vehicle replacement program. However, immediate funding should be made available to purchase vitally needed police vehicles. Requirements would include 136 passenger cars and two tow trucks. The one-time cost is estimated at nearly \$1-million. *Action Required: Executive.*

**224. Standardize equipment carried in police vehicles.**

Switches for sirens, lights and shotgun releases are not uniformly located in division vehicles. This can cause officers considerable confusion in an emergency. To help ensure prompt responses, placement of auxiliary equipment should be standardized. In addition, only one type of shotgun should be issued to personnel instead of the five now in use. *Action Required: Executive.*

**225. Secure the storage area for the armored response vehicle.**

The tactical response vehicle owned by the division was bought 12 years ago for \$150,000. It is invaluable in hazardous situations, yet the area where it is stored does not have even minimum security protection. A one-time expenditure of \$10,000 is required to equip the facility with appropriate safeguards. *Action Required: Executive.*

**226. Equip tactical personnel properly for dangerous assignments.**

Tactical personnel must respond to a number of high-risk situations. Often, the weapons they are issued are inferior to those of the persons they must arrest. An ordnance expert should be asked to specify minimum weaponry needs in conformance with practices followed by tactical units in other large cities. *Action Required: Executive.*

**227. Provide appropriate equipment for bomb squad use.**

The bomb squad does not have an explosive protection suit in its equipment inventory. It also lacks an effective crane device for moving unexploded

bombs from protective cannisters to the explosive pit. Both should be obtained for a one-time expenditure of approximately \$10,000. *Action Required: Executive.*

**228. Implement a program to increase felony prosecutions.**

All too often, persons who commit felonies are not prosecuted because victims are unwilling to sign a complaint. In such cases, the investigative work done by the police has been wasted, along with the taxpayers' money.

A pilot program should be implemented to identify target crimes — that is, those most often committed by repeat offenders. Using data on the frequency and severity of these offenses, procedures should be developed and implemented to permit use of officer-initiated affidavits — similar to those prepared for homicides — so the persons responsible can be prosecuted. *Action Required: Executive.*

**229. Organize district warrant teams.**

There are nearly 40,000 warrants outstanding in the city including more than 1,250 for felonies. Two police officers in each district should be assigned as a warrant team until the existing backlog is reduced to a reasonable level as determined by the Chief of Police. *Action Required: Executive.*

**230. Mail warning notices to delinquent parking ticket violators.**

Approximately \$4-million is owed to the city in delinquent parking ticket fines. A program of mailing warnings to drivers should be funded to eliminate revenue losses due to the current two-year statute of limitations and responsibility for collection activities transferred to the Clerk of Courts. Increased collections would more than cover estimated program costs. *Action Required: Executive.*

**231. Send copies of complaints to the Bureau of Inspection and Administrative Services.**

Copies of complaints against officers are sent only to unit commanders. In some cases, the lack of an objective review mechanism has resulted in rumors of special treatment. To counter this problem, copies of complaints should be sent simultaneously to the appropriate commander and the Bureau of Inspection and Administrative Services. The bureau would then monitor all subsequent disciplinary proceedings. *Action Required: Executive.*

**232. Schedule monthly meetings between the chief and randomly selected patrol officers.**

A procedure is needed to acquaint the chief with the problems faced by division patrol officers. This could be done by scheduling monthly discussion meetings with patrol officers, selected by random drawing from each of the six districts. *Action Required: Executive.*

**233. Establish a new position classification of night commander.**

There is no position in the division to assume overall executive responsibility for operations after 5:00 p.m. or on weekends when the chief is absent. A post of "night commander" should be authorized to handle this assignment. It would be filled by appropriate command personnel on a rotating basis. *Action Required: Executive.*

**234. Establish a central control for division equipment.**

The division owns various types of equipment with an estimated value of \$5.2-million. A citywide inventory control system has been proposed in another report. To participate, the division should assign a supervisor and appropriate civilian personnel to maintain required records—including present locations—for accounting and custodial purposes. *Action Required: Executive.*

**235. Include a weapons register as part of the inventory file.**

Adequate information is not maintained on the weapons issued to division personnel. As part of the overall inventory function, a complete weapons register should be developed to provide appropriate controls. *Action Required: Executive.*

**236. Reduce the incidence of false alarms.**

The Division of Police received an average of 600 intruder alarms per week in 1979. More than 95% were false alarms. This is a tremendous waste of police resources. To help remedy this situation, an ordinance should be passed imposing a \$25 fine for all false alarms at a single location in excess of two within a month. The annual income is conservatively estimated at \$15,000 although the major objective is to reduce such incidents to a reasonable level. *Action Required: Council.*

**237. Enforce compliance with response time procedures.**

To establish response times, officers in zone cars should report the time they arrive on the scene of an incident and the time they complete the investigation to radio dispatch personnel. This policy should be strictly enforced to eliminate inaccuracies in response time statistics. *Action Required: Executive.*

**238. Rescind the ordinance prohibiting one-person patrols.**

In many cases, two officers and a zone car must be used to handle incidents which require only one person. Existing policies should be modified to permit one-person units to handle non-hazardous police calls. *Action Required: Council.*

**239. Consolidate district evidence and prisoner transport functions.**

Each district handles its own transport of mail, evidence and prisoners. It would be more efficient to centralize this activity by consolidating district requests, using one team of officers and a single vehicle to provide the necessary services. *Action Required: Executive.*

**240. Contract for towing services.**

During 1979, the Tow Unit made more than 14,200 runs. However, its fleet has only seven of a total of 21 vehicles in service. As a result, services are sporadic and response times excessive. The city should contract with private firms to supply necessary services and assess vehicle owners \$15 for towing. Implementation would make it possible to close one impound lot and maintain a division fleet of only nine trucks. The annual saving would amount to \$38,400 while the estimated income should approach \$257,000 per year. *Action Required: Executive.*

**241. Revise rank requirement for the Bureau of Traffic.**

The Division of Police has six operating bureaus. Each is headed by a captain or deputy inspector with the exception of the Bureau of Traffic. By ordinance, it is headed by an appointed commissioner, resulting in an inequitable situation in the division. The ordinance should be rescinded and this post placed in parity with other bureau heads. The annual saving in salary would amount to \$4,300. *Action Required: Council.*

**242. Establish facilities for vehicle investigation and rehabilitation.**

The Auto Theft Unit has an inventory of 30 confiscated cars for undercover work. However, there are no suitable facilities available to do necessary maintenance work. The Scientific Investigation Unit also lacks quarters for conducting its examinations of vehicles which may have been involved in crimes. Suitable space and parts inventories could be supplied for an estimated annual cost of \$6,000. *Action Required: Executive.*

**243. Cease fingerprint classifications of taxi driver applicants.**

Current ordinances require the division's Scientific Investigation Unit to classify the fingerprints of all applicants for taxi driver positions. The information is seldom used and the work takes an estimated 20 hours per week to process. This function should be eliminated since it duplicates data on file with the employing companies. *Action Required: Council.*

**244. Provide appropriate medical services in the division's jail facility.**

One of the doctors providing prisoner care retired and has not been replaced. The work load is such that this part-time position must be filled. The annual cost would amount to \$17,000. *Action Required: Executive.*

**245. Obtain medical and psychiatric services for prisoners housed in the county jail.**

Cuyahoga County has offered to supply medical and psychiatric services to city prisoners being housed in its jail facilities. The annual cost would amount to \$55,000, a figure far below what it would cost Cleveland to handle this function independently. *Action Required: Executive.*

**246. Develop field inspection criteria.**

The Field Inspection Unit of the Bureau of Inspection is unable to monitor department operations in the field and study departmental reports to ensure that policies, procedures, rules and regulations are properly followed. Therefore, problems may escalate to major proportions before they are discovered. Appropriate criteria should be developed and conformance monitored by a card file follow-up system. The one-time cost would be under \$300. *Action Required: Executive.*

**247. Require field supervisors to monitor preliminary crime investigations.**

Field supervisors do not make it a practice to attend crime scenes during preliminary investigations by zone car personnel under their command. This is contrary to good police practices and department policy. Therefore, requirements for on-site monitoring should be strictly enforced. *Action Required: Executive.*

**248. Relocate the Ordnance Unit.**

The security in this unit's present facilities cannot be improved to an adequate level. It would be far more economical to relocate the entire operation to the Justice Center which has suitable space available. *Action Required: Executive.*

**249. Assign responsibility for pensions to the Personnel Unit.**

To eliminate current functional fragmentation, employee benefit activities such as pension consultations and computations should be centralized in the division's Personnel Unit. Implementation will improve overall efficiency and provide division personnel with a single contact point for required information. *Action Required: Executive.*

**250. Improve scheduling of personnel reviews.**

All officers are reviewed in January and July by their supervisors. In larger units, these appraisals may not be sufficiently comprehensive because of the number of people who must be evaluated. A schedule should be developed to distribute this work throughout the year. An individual's birthday might be used as the first review date with the second scheduled six months later. *Action Required: Executive.*

**251. Require the officer's signature on semi-annual evaluation forms.**

Officers are not always given a chance to review the evaluation forms completed twice a year to document their job performance. To ensure this is done, the individual's signature should be a required part of the document. *Action Required: Executive.*

**252. Revise position descriptions of senior and executive officers.**

The job descriptions for senior and executive officer positions in the division are four years old and, in some cases, do not provide adequate distinctions between levels of responsibility. These documents should be revised immediately and reviewed periodically to keep them current with actual work requirements. *Action Required: Executive.*

**253. Develop an officers' apprenticeship program.**

Recruiting, screening, selecting and training patrol personnel are vital factors in maintaining a qualified, professional police organization. A program has been recommended by the Cleveland Police Patrolman's Association to attract and retain qualified minority applicants. Basically, it would:

- Identify persons with potential police career interest, preferably at the high school level.
- Select the most promising applicants for an apprenticeship program.
- Provide training which combines post-secondary educational opportunities with practical law enforcement experience.

The estimated annual cost, based on participation level of 30 students per year, would be \$90,000. *Action Required: Executive.*

**254. Include district-level detective assignments in job bidding procedures.**

Formal job bidding procedures are used to fill all special unit openings except detective assignments at the district level. Since there is no practical reason for such an exclusion, this policy should be changed. *Action Required: Executive.*

**255. Post rankings for each patrol officer's opening.**

The rankings developed by the personnel committee are not communicated to applicants. Thus, subsequent assignments are often subject to misinterpretation. To remedy this situation, the rankings developed by the committee for each opening should be posted at the districts and, later, supplemented with information on the actual assignments made. *Action Required: Executive.*

**256. Implement minimum rank requirements for command positions.**

Many of the command positions in the division are filled by officers who hold the same rank as the individuals they supervise. To improve management control, minimum rank requirements should be developed and implemented for all command posts. *Action Required: Executive.*

**257. Establish periodic promotional exams for all ranks.**

There is no regular schedule of promotional exams for division personnel. As a result, as much as six months may elapse before a vacancy can be filled. To remedy this, periodic tests should be scheduled in cooperation with the Civil Service Commission. They should include performance appraisals and interviews as well as written exams. *Action Required: Executive.*

**258. Communicate the number of available assignment openings.**

While division personnel are told of the requirements for available openings, no information is given about the number of assignments available. This tends to discourage qualified officers from applying. The practice should be changed to include specific information on the number of openings being offered. *Action Required: Executive.*

**259. Publicize job bidding procedures.**

Most patrol personnel do not understand the division's job bidding procedures. To improve utilization of this operational practice, a full description of job bidding should be developed and posted in each district. *Action Required: Executive.*

**260. Expand job bidding options to sergeants and lieutenants.**

Ranking candidates for position openings by job bidding is a procedure which only applies to division patrol officers. It should be expanded to encompass sergeants and lieutenants as a means of ensuring equity in awarding assignments. *Action Required: Executive.*

**261. Reduce the eligibility time span for promotional lists.**

Promotional test results are now valid for two years. This reduces considerably the advancement potential for individuals who have done poorly on a single examination. The policy should be modified to reduce the time span to a year. *Action Required: Executive.*

**262. Establish an incentive program for patrol personnel.**

Patrol officers are the backbone of any police organization. However, there is no means available to reward outstanding performance in this job category. An incentive program should be implemented to provide a periodic bonus in addition to regular wages to persons who meet specific criteria. The annual cost is estimated at \$160,000. *Action Required: Executive.*

**263. Provide documentation for variances from normal ranking procedures.**

When officers are to be selected for special assignments, candidates are supplied through a ranked list of qualified individuals. If a variance is felt necessary, the reasons should be documented. *Action Required: Executive.*

**264. Develop career path planning programs for officers.**

To attract and retain qualified individuals, the Division of Police must develop a formal career planning program. Appropriate procedures should be developed by the Personnel Unit in cooperation with the Bureau of Training. *Action Required: Executive.*

**265. Implement a job rotation program for supervisory ranks.**

Most supervisors are assigned to a particular bureau or district and remain there, never getting an opportunity to test their management skills in new situations. To increase individual capabilities, a program should be implemented to provide job rotations every two years for ranks of sergeant and above. Only persons with specific technical expertise such as fingerprint analysts would be excluded from participation. *Action Required: Executive.*

**266. Establish an on-going recruitment program.**

The division has no consistent schedule for recruiting potential candidates to fill available openings. As a result, the most qualified may lose interest due to the time which elapses before an appointment can be made. To solve this problem, an annual hiring schedule should be developed and approved by the chief for submission to the Mayor. *Action Required: Executive.*

**267. Implement a formal in-service training program.**

Although mandated by ordinance in 1977, no formal in-service training program exists for division personnel. To correct this situation, appropriate instruction should be initiated on a recurring 18-month cycle for all employees including civilians. The program should place heavy emphasis on management training for supervisory personnel. *Action Required: Executive.*

**268. Re-establish tuition reimbursements for job-related courses.**

Tuition reimbursements for police officers were eliminated in 1979. Since such career development activities are extremely important in maintaining a professional police organization, the program should be reinstated. The annual cost is estimated at \$90,000. *Action Required: Executive.*

**269. Initiate a dress code for uniformed officers.**

There is a considerable lack of consistency in the uniforms worn by division officers. A standard code should be developed and implemented to establish a uniform of the day and correct this situation. *Action Required: Executive.*

# Division of Fire

This division provides fire suppression and rescue services for the city. It also investigates incidents of suspected arson and reviews permits for the handling of hazardous materials.

The Fire Chief, who heads the division, is responsible for a work force of 887 uniformed personnel and two civilians. The fiscal 1979 budget amounted to approximately \$28.8-million. Fire suppression and rescue activities are carried out by 33 engine companies, 18 hook and ladder units, two rescue squads and a fireboat. The suppression and rescue units are housed in 31 fire stations situated throughout the city.

## Recommendations

The division is doing an excellent job of fighting fires. However, opportunities for improvement exist in the areas of arson investigations, professional training and allocation of personnel and equipment resources.

### **270. Reorganize support activities in the division.**

The current operational emphasis is on fire suppression. As a result, understaffing is prevalent in the areas of administrative support, fire prevention and arson investigations. With respect to administrative functions, a number of the duties assigned to trained firefighters could be more appropriately delegated to civilian personnel. The following changes are recommended to strengthen overall support functions:

- **Fire Prevention Bureau:** Increase the staff from 24 to 31, but reduce the number of management positions — lieutenant and up — from 18 to seven.
- **Arson Unit:** Add two uniformed personnel to the staff and one civilian clerk who would replace a currently assigned firefighter. This will increase the total investigation capability by three positions.
- **Bureau of Pre-Planning and Water:** Add three civilian personnel and reassign the firefighter now doing clerical work in the bureau.
- **Bureau of Training:** Assign a lieutenant to provide appropriate supervision of the expanded activities to be carried out in this bureau.
- **Headquarters, Statistics, Rescue and Supply Units:** These four areas should be consolidated with Headquarters and Statistics forming one unit while Rescue and Supply would also merge. Also, the uniformed individuals providing clerical support in the Headquarters and Statistics Units should be replaced by civilians. Furthermore, the proposed Rescue and Supply Unit should reduce its staff by one.
- **Bureau of Equipment and Apparatus Maintenance:** The personnel complement of four should be revised to include a captain, a lieutenant and two firefighters to supply needed staff and supervisory capabilities.

Based on current expenditures, the net annual cost for adding civilian personnel to free firefighters for active duty would amount to an estimated \$117,000. *Action Required: Executive.*

**271. Implement a long-range plan to reduce operating costs.**

Operating costs for the Division of Fire are expected to reach nearly \$32-million for fiscal 1980. Reducing these expenditures in any significant degree will require a long-range program to address the number of station houses in operation, the types and number of apparatus maintained and the level of staffing needed to provide efficient service. Current locations are not based on any strategic plan to address need or reduce response time. In addition, many of the existing stations are not physically capable of housing adequate numbers or types of firefighting apparatus. Division personnel figures show excessive supervisory levels — averaging one officer assigned for every three firefighters — a factor which further inflates operating costs.

Division management should develop a long-term strategy, using commercially available software to identify optimum operating standards based on service requirements and effective response time. Implementation would take place in two phases. Based on the most recent figures, the total annual saving could amount to \$6.7-million of which \$2.6-million would be realized during the program's first phase.

The initial priority would be to realign the number of fire suppression companies in the division. Next, the types and number of apparatus in use would be evaluated for possible elimination or reallocation. Staffing levels for specific apparatus should also be changed as well as the number of station houses maintained throughout the division. Estimates indicate the number of firefighters should be increased by 25 positions, as proposed elsewhere, while the current level of houses should be reduced from 31 to 15 by the end of phase 2. The proposed configuration would continue to provide quality fire protection to the citizens and businesses of the city. Once the consolidation effort is complete, division supervisory levels should be modified to provide one officer for every five firefighters. This would result in a reduction of approximately 70 supervisory positions. *Action Required: Council.*

**272. Use civilian clerks to free firefighters for active duty.**

Trained firefighters are being used to perform clerical duties in the Headquarters and Statistics Units. Replacing them with civilian employees would free nine individuals for active duty reassessments. *Action Required: Executive.*

**273. Set minimum staffing levels for the division.**

When the complement of firefighters falls below a certain level, due to retirements or terminations, division overtime expenditures increase substantially. As of March 1980, there were 171 vacant firefighter positions, resulting in daily overtime accumulations for 135 individuals, averaging 45 per shift. To remedy this situation, new employees should be recruited whenever the work force falls 25 positions below the authorized staffing level. *Action Required: Executive.*

**274. Revise staffing requirements for pumpers.**

The division now assigns four persons to each pumper, four to hook and ladder units, six to rescue squads and three to the fireboat. In line with recommendations by division management, this staffing level should be modified to five persons per pumper by reassessments of current personnel. *Action Required: Executive.*

**275. Maintain an active list of firefighter applicants.**

The civil service list from which new firefighters can be selected was permitted to expire in June 1979. As a result, new tests must be given before current vacancies can be filled, a procedure which requires six to eight months. A system should be implemented to ensure that an active list is prepared well in advance of expiration dates so this situation will not recur. *Action Required: Executive.*

**276. Maintain current shift schedules.**

Firefighters now work 24 hours and then have 48 hours off. This schedule should be maintained as a change to eight-hour days could substantially increase division overtime expenses when fires are reported shortly before a shift change. *Action Required: Executive.*

**277. Complete the color coding of fire hydrants.**

Firefighters need an effective means to identify working hydrants. One easy method is to paint the collars on hydrants to indicate water pressure levels. Silver, green, orange and red have been used to show the various levels of water output per minute. This program, initiated several years ago, should be completed as quickly as possible. *Action Required: Executive.*

**278. Establish a priority program for hydrant repair.**

As of February 1980, 4.2% of the city's hydrants were out of service. A program should be undertaken in cooperation with the Division of Water and Heat to reduce this level to 3%. *Action Required: Executive.*

**279. Provide the division with an additional, independent source of water.**

A high pressure system established for the city in 1903 has become inoperative due to lack of maintenance. A program is underway to re-establish portions of the network as an additional source of low pressure water for the division. Because it will serve as an additional water source in the center city, it should be completed as quickly as possible. *Action Required: Executive.*

**280. Implement a consolidated fire/police communications network with computer-aided dispatch capabilities.**

A proposal has been made in the report on the Division of Police to consolidate the radio communications facilities maintained for fire, police and Emergency Medical Service personnel if possible. The recommended system should include computer-aided dispatch capabilities to improve responses to emergency situations. *Action Required: Council.*

**281. Enhance the division's rescue squad operations.**

Because of a lack of equipment, rescue squad activities are currently limited to two units. This is insufficient to meet the city's requirements. A one-time expenditure of \$312,000 should be made to purchase appropriate vehicles and other heavy duty items to equip a total of four units. This should be supplemented by a formal preventive maintenance/equipment replacement program to ensure continuing services. *Action Required: Executive.*

**282. Establish a formal replacement program for division apparatus.**

The ability to successfully suppress fires depends to a large extent on the condition of the firefighting apparatus. However, the Division of Fire does not have a formal program to ensure timely replacement of major items such

Code Administrators International. The annual cost of membership in the organization is slightly less than \$400. *Action Required: Council.*

**291. Strengthen arson prevention activities.**

Arson for profit is becoming a major problem across the country. The cost in lives and property is staggering. To improve arson prevention activities in Cleveland, the following actions are recommended:

- Designate a qualified individual to act as liaison with insurance companies and other organizations interested in curbing arson losses.
- Institute a 24-hour hot line to receive calls on possible arson activities.
- Publicize the arson prevention program, including hot line numbers and available rewards for information leading to the arrest and conviction of arsonists.

*Action Required: Executive.*

**292. Purchase a properly equipped arson investigation vehicle.**

In 1979, identified cases of arson in Cleveland caused eight deaths and resulted in some \$6-million in property losses. To improve field investigations at fire sites, the arson squad should be provided with a completely equipped investigation unit. It should consist of a van carrying a portable gas chromatograph, two combustible gas detectors, a 35mm camera with special lenses, flood lights with their own generator, a power saw and other appropriate tools and supplies. The one-time cost is estimated at \$20,500. *Action Required: Executive.*

**293. Promote arson investigations as a specialized career.**

Arson investigations should be treated as a priority career opportunity by the division. To attract qualified individuals, changes must be made in recruitment practices as well as in-service training opportunities. *Action Required: Executive.*

**294. Broaden the scope of academy training activities.**

Training in various aspects of firefighting are offered through the division's academy. However, substantial potential exists for expanding academy activities to meet identified career and skill development needs. The following are among the programs which should be included:

- **Principles of Management:** All officers should be offered formal training to assist them in their division supervisory responsibilities. The cost of an instructor from Cuyahoga Community College would amount to \$2,200 a year for an 11-week session of three-hour classes.
- **Defensive Driving:** Apparatus drivers should be provided with instruction and annual recertification in the principles of defensive driving.
- **Emergency Medical Care:** Persons assigned to hook and ladder units as well as all fire academy cadets should take part in the state's certified emergency medical technician training program. It consists of 60 hours of classroom instruction and 12 hours of in-hospital work. Initial training and the tri-annual refresher can be offered at the academy.

- **Support Equipment:** On-going training courses should be available either at the academy or in the station houses on proper use of support equipment such as air masks, hoses, saws, axes, ladders and the like.
- **Hazardous Materials:** An annual course should be offered to instruct personnel on procedures when hazardous materials are involved in a transport accident.
- **Physical Fitness:** A physical stress test should be developed to identify fitness levels of division personnel with on-going conditioning programs implemented at the station houses.

*Action Required: Executive.*

**295. Supplement academy training with outside seminars.**

Valuable seminars are offered each year by the Ohio State Fire Academy and the National Fire Academy. Funds should be provided to allow appropriate division personnel to attend. The annual cost is estimated at \$1,800. *Action Required: Executive.*

**296. Require engine companies to conduct daily building inspections.**

A schedule of inspections should be developed for all engine companies, covering both commercial and residential buildings in their areas. Implementation would substantially enhance fire prevention efforts and ensure improved code compliance. *Action Required: Executive.*

**297. Conduct a computer-aided study to identify optimum locations for station houses.**

Appropriate software and consulting packages are commercially available which would permit the division to evaluate its current configuration of station houses. The objective of the proposed study would be to establish an optimum number — plus appropriate locations — for station houses based on identified city fire suppression needs. The one-time cost is estimated at \$25,000. *Action Required: Executive.*

**298. Remove street call boxes.**

The call box system was installed in the early 1900s when telephones were not generally available to report fires. It now suffers from both unreliability and high maintenance costs. Also, over 6,000 false alarms or 74% of the department total, were turned in from call boxes. Since telephones are generally accessible, and department records show valid box alarms are duplicated by telephone communication, the system should be abandoned. Removing the network would provide an annual saving of approximately \$41,000 without affecting the public's ability to report fires. *Action Required: Executive.*

**299. Establish a consolidated police/fire signal and radio repair function.**

In line with other consolidations proposed for the fire and police communications services, the currently separate signal systems and radio repair functions should be merged. Implementation would free five firefighters for reassignment. *Action Required: Executive.*

# Emergency Medical Service

Emergency Medical Service (EMS) is operated as part of the Department of Public Safety. It provides emergency care and ambulance service to citizens of Cleveland.

As chief operating officer, the administrator supervises a staff of 110 including 38 federally subsidized employees. The fiscal 1979 budget amounted to more than \$1.3-million while revenues totaled slightly over \$300,000. EMS was established in 1975 with a federal grant to provide initial funding. In 1977, Central Medical Emergency Dispatch, Inc. (CMED) — a nonprofit corporation organized by the Greater Cleveland Hospital Association — was named grantee and now serves as the dispatch center for EMS.

During 1979, EMS responded to more than 66,600 calls, using units based at 11 locations throughout the city. The fleet is currently composed of 11 first-line ambulances, three backup vehicles and six cars. Each ambulance is staffed by two persons with seven vehicles operating around-the-clock on a three-shift basis. The other four run 16 hours daily, from 6:00 a.m. to 10:00 p.m.

## Recommendations

Personnel are doing a good job. However, procedural and operating changes are needed to enhance both administrative and service delivery functions.

### **300. Implement a fleet maintenance and replacement program.**

The effectiveness of the EMS program depends on the availability and reliability of its vehicles. At present, two ambulances are out of service for major repairs while many of the other units experience excessive downtime. A program of preventive maintenance should be utilized to ensure vehicle reliability. It should be supplemented by a long-term schedule of replacements to bring the fleet up to appropriate strength at a reasonable cost.

Based on current service requirements, EMS should plan to spend \$325,000 on a one-time basis between now and 1982 to replace equipment experiencing excessive downtime. From that point on, an annual amount of \$85,000 should be budgeted for replacements. The proposed maintenance program should include the following actions:

- Arrange for repairs of minor items when city facilities are closed.
- Use a mobile tire service to fix flats at the site.
- Wash ambulances at or near their base of operations.
- Provide garage facilities if this will not increase vehicle response times.
- Modify purchase specifications to reduce maintenance requirements.
- Provide city repair facilities with appropriate equipment to service fleet units.

*Action Required: Executive.*

**301. Modify existing charging systems on Emergency Medical Service vehicles.**

The 10 Emergency Medical Service vehicles purchased in 1978 have experienced numerous failures in their electrical systems. The problem can be corrected by installing high output alternators at a one-time cost of \$6,600. Based on current repair expenditures, the annual saving would amount to \$1,800. Specifications for future replacement units should be modified to include the new alternators. *Action Required: Executive.*

**302. Acquire fleet equipment needed for state certification.**

Ambulances in Ohio must have certain types of equipment to qualify for certification by the Department of Transportation as an emergency vehicle. Failure to pass the state inspection can result in a unit being forced out of service. Acquiring the necessary items for EMS ambulances will require a one-time expenditure of about \$24,000. *Action Required: Council.*

**303. Automate the division's billing procedures.**

Six full-time and one part-time employee are required to process an estimated 30,000 billings annually. Procedures are entirely manual and not designed to provide comparisons between bills generated and payments. Automating this activity would reduce staff requirements to three positions and improve operational efficiency. The annual saving would amount to \$44,600 while the one-time cost of programming would be approximately \$2,200. *Action Required: Executive.*

**304. Eliminate the billing backlog.**

EMS has a billing backlog of six months which represents a potential one-time income of \$130,000. In addition to filling the full-time clerical vacancy, two temporary employees should be hired to clear up the backlog. Subtracting the cost of their services, the net one-time benefit would amount to \$36,000. *Action Required: Executive.*

**305. Implement a procedure to track Medicare payment requests.**

Currently, requests for Medicare payments related to EMS transportation services are sent to the patient for signature. This individual must then forward the document to the state's processor in Columbus. As a result, EMS cannot track the receipt of the necessary forms by either the patient or the processor.

To improve Medicare reimbursement levels, the procedure should be altered so the patient will return the signed form to EMS. It can then forward the document to Columbus for payment. Based on the existing reimbursement ratio of 33%, implementation of this proposal should increase the annual income by a net amount of approximately \$160,000, after mailing costs. *Action Required: Executive.*

**306. Improve private pay collection results.**

Only 10% of the ambulance service bills sent to private pay patients are being paid. To improve this ratio, the number of collection attempts should be increased from two to four. If the first bill is ignored, a second should be sent 30 days later. Should no payments be made, a collection letter

should be sent by EMS after another 30 days. Finally, a strongly worded letter should be written by the Department of Law as a final collection effort. Implementation could increase annual revenues by an estimated \$120,000. *Action Required: Executive.*

**307. Schedule monthly meetings between the dispatch organization and division personnel to improve communications.**

Under the existing arrangements, calls for ambulance service are directed to Central Medical Emergency Dispatch which then alerts the appropriately based EMS vehicles. Problems have occurred between the dispatch organization and the division in regard to call priorities, location information and other matters. To resolve such difficulties, monthly meetings should be scheduled to permit representatives from both sides to discuss issues and agree on appropriate procedures or policies. *Action Required: Executive.*

**308. Provide portable radio units for all ambulance personnel.**

Of the 11 ambulances in operation, only seven have portable radio equipment. Thus, personnel on the other four are cut off from the dispatcher as soon as they leave their vehicle. This situation should be corrected by purchasing four additional portable units for a one-time cost of \$6,400. *Action Required: Council.*

**309. Improve backup communications procedures.**

In the event the dispatch center is put out of operation during an emergency such as a fire, backup communications are available in the city's fire alarm office. However, notification of the need to use the secondary system must be given by telephone. Should this equipment fail, substantial problems would result.

An automatic device should be installed in the alarm office to notify personnel that the dispatch center is off the air and to switch calls from the center to the office. Operational procedures should be clarified and formalized to ensure a smooth transition during an emergency situation. *Action Required: Executive.*

**310. Establish a mutual assistance agreement between EMS and the Port Authority.**

A Port Authority emergency vehicle is kept at Hopkins International Airport to serve only that facility. However, there is no agreement in effect which would permit the use of this unit as a backup to EMS vehicles if required. To improve overall service, a mutual assistance program should be implemented between the Port Authority and EMS with respect to emergency transport. *Action Required: Executive.*

**311. Clarify backup policies for EMS vehicles.**

Conflicts have occurred between the dispatch organization and the city's fire and police forces regarding the provision of backup for EMS vehicles. Dispatch personnel have been instructed to notify the Division of Fire's heavy rescue squad when EMS units are not available to respond to a call. However, the division's dispatcher has been informed that police vehicles are to provide the primary backup.

This situation should be clarified. Since the police units are the least suitable for emergency transport, the fire squads should be the primary backup for EMS with police vehicles used as a secondary resource. To implement this approach more effectively, the fire squads should be equipped with receivers that will keep them in contact with the dispatch organization. The one-time cost would amount to approximately \$4,000. *Action Required: Council.*

**312. Designate the Administrator of Emergency Medical Service as coordinator of medical activities in emergency situations.**

Some emergencies require the presence of police, fire and medical service personnel. However, no formal policies exist to ensure effective provision of required medical care or transport. To resolve this situation, the Administrator of Emergency Medical Service or an appointed delegate should be in charge of coordinating medical service activities. This would include decisions on whether an individual is to be transported to a hospital as well as the selection of an appropriate facility. *Action Required: Executive.*

**313. Use police repair facilities to maintain division radio equipment.**

The two-way radios used by ambulance personnel must be kept in good operating order. A procedure should be established to have all units inspected and adjusted annually by the police radio repair facility *Action Required: Executive.*

**314. Install police radios in vehicles assigned to EMS supervisors.**

Only two of the five supervisors have police radios in their cars. Three more units should be obtained and installed. The one-time cost would be \$6,000. *Action Required: Executive.*

**315. Continue the existing contract for dispatch services.**

The city now contracts with Central Emergency Medical Dispatch for EMS dispatch services. The fiscal 1980 cost is estimated at nearly \$90,000. Other options are under consideration such as use of police or fire dispatchers. However, they would be even more expensive as well as less efficient. Therefore, the current arrangement should be continued. *Action Required: Executive.*

**316. Establish an on-going program of in-service training.**

Medical technicians and paramedics must receive stipulated amounts of classroom and in-hospital instruction to obtain state certification and periodic recertification. In order to ensure appropriate skill levels for its staff, the division should reinstitute an on-going program of in-service training. The annual cost is estimated at \$23,500. *Action Required: Executive.*

**317. Develop a comprehensive procedures manual.**

The medical service was established in 1975. However, there is still no official policy/procedures manual to document EMS operations. While some efforts have been made in this respect, they need to be updated and expanded into a comprehensive book for use by EMS staff. *Action Required: Executive.*

**318. Increase the clothing allowance.**

New employees are provided with a clothing allowance of \$200 to buy a uniform. However, the current contract price results in an actual cost of \$250. Therefore, the allowance should be increased accordingly. The annual cost is estimated at \$1,000. *Action Required: Executive.*

**319. Use hospital records to supplement division reports.**

Information needed to generate service bills is obtained from reports prepared by ambulance personnel while responding to a call. Often the data is incomplete and requires time-consuming follow-up. This problem can be eliminated by having hospitals send copies of their emergency room record to the EMS billing supervisor. *Action Required: Executive.*

**320. Maintain a perpetual inventory of ambulance supplies.**

The division attempts to maintain at least a three-month supply of items required in EMS emergency vehicles. This is done primarily through the expertise of one individual and, in some instances, outages have occurred. To ensure adequate supplies at all times, a perpetual inventory should be kept with identified reorder points. *Action Required: Executive.*

**321. Revise the fee schedule and establish a public education program regarding EMS.**

At present, many Cleveland residents do not know where to call for EMS transportation services or what types of victim care can be provided. An additional problem is that the current charge — \$35 — does little to offset actual operating costs.

EMS should increase its transport charge to \$50 in line with rates of comparable private services. The annual revenues should increase by an estimated \$130,000. A program is also needed to provide appropriate information on all aspects of EMS. Public service time available on most radio and television stations should be used to inform citizens of the following:

- Procedures for requesting service, along with the dispatch telephone number.
- Types of care provided, transport charges and EMS service standards.
- Traffic regulations governing precedence of emergency transport vehicles.
- Actions which can safely be taken to relieve victim distress in various situations until the ambulance arrives.

In addition, small newspaper ads should be used to publicize the service and related fee. *Action Required: Executive.*

## Division of Traffic Engineering and Parking

This division installs and maintains the city's traffic control devices and parking meters. It also prepares necessary drawings, standards and specifi-

cations; determines parking restriction layouts; and places pavement markings as required.

The Commissioner of Traffic Engineering and Parking is the chief operating officer. The staff level is set at 67 positions while the estimated budget for fiscal 1979 amounts to slightly over \$1.7-million. Organizationally, the division consists of the commissioner's staff and three operational groups responsible respectively for signals, signs and parking meters.

The commissioner's staff, which includes the Chief Traffic Engineer, six field investigators and two clerks, investigates and processes various traffic engineering requests and complaints in addition to overall planning and office support functions. Personnel in the signal group install and maintain electrical traffic control devices at more than 1,000 city intersections and other locations. Sign employees design, fabricate, erect and maintain city signs and street markings while the parking meter group unit installs, repairs or replaces Cleveland's coin-operated meter equipment.

## Recommendations

A reduction in the commissioner's span of control is needed to ensure more effective reporting relationships. The division's work load has shifted from new construction to maintenance, requiring some modifications in current operating procedures.

### **322. Reduce the commissioner's current span of control.**

A total of 13 people now report to the commissioner. This is too large a span of control for effective management. To improve this situation, all staff activities—customer service, field investigations, administration and clerical support—should report to a single person, responsible directly to the commissioner. Direct reporting relationships would also be maintained with the Chief Traffic Engineer and the heads of the signal, sign and parking meter groups. This would reduce the existing span of control from 13 to five. As described in a subsequent report, off-street parking responsibilities would be removed from the division and reassigned to the unit in charge of municipal parking lots. *Action Required: Executive.*

### **323. Restructure the field investigation function.**

Six people are responsible for the division's field investigations. Activities are assigned by ward and encompass checks of work done by line units such as signal and parking meter installations as well as follow-ups on traffic engineering requests or complaints. This approach limits the amount of time spent in the field since each investigator must handle both office and on-site duties.

To improve overall efficiency, two investigators should be permanently assigned to the office. The others would then spend full time in the field, conducting a planned inspection/investigation program. *Action Required: Executive.*

### **324. Reinstate the meter maid program.**

The city's meter maid program was discontinued in March 1979 due to termination of the federal funding which supported 15 of the program's 20 positions. Suspension of these parking enforcement activities has resulted in a loss of fine revenues estimated at \$245,000 per year as well as a decrease in meter deposits of some \$47,000.

The city should reinstate its meter maid program to improve parking regulation compliance. The annual cost of 20 positions is estimated at about \$210,000. However, the additional income should amount to at least \$290,000, providing a net annual gain of \$80,000. *Action Required: Executive.*

**325. Establish appropriate controls over division work assignments and material inventories.**

Capital funds for the purchase of raw sign stock were frozen in 1977, forcing the sign shop to use other methods to obtain material. For the most part, this is accomplished by informal agreements between the superintendent and other agencies which use shop facilities for their signage requirements. Under these agreements, the cost of the work performed is paid by the agency in agreed amounts of new inventory material. However, there is no schedule of charges and adequate control records are not maintained. In addition, the sign shop frequently deals directly with vendors in disposing of scrap materials, bypassing normal city purchasing procedures.

To ensure appropriate operating and fiscal controls, funds should be allocated in the division's annual budget for the purchase of required materials. This would eliminate the current practice of obtaining inventory from other agencies. A uniform schedule of labor and material charges should be set and costs for work performed assessed against user agencies through a central receivables function in the Department of Public Safety. All scrap sales should be handled through normal purchasing channels. Implementation will eliminate the potential for resource abuses. *Action Required: Executive.*

**326. Add eight trainees to the signal group.**

Staffing in the signal group has declined 50% since 1960. This has resulted in a substantial decrease in all operating programs except emergency maintenance. A total of 10 employees of the current 25 will be eligible for retirement by 1984 including six who could retire in 1980.

To ensure adequate expertise will be available despite potential retirements, steps should be taken now to add eight trainees to the signal group. Implementation will require a one-time expenditure of \$230,000 over the next four years due to overlapping positions required to provide replacement personnel. These costs will be eliminated as retirements occur. *Action Required: Executive.*

**327. Encourage division personnel to participate in professional and technical training programs.**

A number of educational programs are funded by the federal government to provide state-of-the art instruction in traffic engineering. At present, the city is not availing itself of these resources.

To improve staff skills, the division should apply for available federal funding to permit its employees to attend seminars at the Traffic Institute of Northwestern University. All costs including tuition and expenses are paid by the federal government under its National Highway Traffic Administration Act. The institute has already expressed a willingness to work with Cleveland in developing an instructional program specifically suited to the city's needs. *Action Required: Executive.*

**328. Establish priorities for intersection repair work.**

A program is needed to set priorities for intersection repair work to ensure effective resource utilization. Information on every signaled intersection is maintained in both the signal office and the emergency repair truck. These card files should be coded to establish priorities so shift superintendents can make appropriate emergency repair assignments. *Action Required: Executive.*

**329. Replace obsolete signal control equipment.**

Of the control units maintained at various city intersections, more than 200 are obsolete. Emergency field maintenance on these units escalated from 8,400 calls in 1974 to more than 12,000 in 1979. This increase in repair work has caused a five-year backlog in construction activities.

To remedy this situation, the city should replace obsolete equipment for a one-time expenditure of approximately \$320,000. The reduction in service calls would eliminate the need to add eight positions to the division staff. The annual saving would amount to \$75,000. *Action Required: Council.*

**330. Provide radio communications between the signal shop and trucks.**

At present, the superintendent in the signal shop must call a police dispatcher to communicate with trucks in the field. When a message is received, the truck crew contacts the dispatcher from a pay phone. The dispatcher then relays the call to the superintendent. This entire procedure could be eliminated by providing direct radio communications between the signal shop and the trucks. There would be a one-time equipment cost of about \$800. *Action Required: Executive.*

**331. Establish citywide transmission capabilities for the division.**

The channel now used for division radio communications operates only in the third district. Citywide capabilities could be provided by changing the channel assignment. This would enable the division to maintain contact with all field personnel, regardless of location. *Action Required: Executive.*

**332. Improve salvage rate on aluminum traffic signs.**

An average of 10,400 aluminum traffic signs are returned to the division each year because of damage or obsolescence. Only a small percent are reused while the cost of new aluminum signage is \$1.31.

By purchasing an electric sander, the division could reclaim an estimated 85% of its signs. The one-time cost is estimated at \$38,000. However, at current expenditure levels, the annual saving should amount to \$11,000. *Action required: Executive.*

**333. Seek federal funding for an integrated traffic control system.**

The signal control equipment now located in downtown Cleveland is old and inefficient. Breakdowns are frequent and the overall system is not responsive to changes in traffic conditions.

Funding could be made available for the city to acquire and install an integrated electronic traffic control system under the Surface Transportation Assistance Act of 1978. Steps should be taken to develop the necessary

plans and solicit required funds. Estimates indicate an appropriate system could be operational within 16 months at a one-time cost of \$2-million in federal monies. *Action Required: Executive.*

**334. Contract for street marking needs.**

Staffing in the sign shop has decreased by seven positions since 1974. As a result, there has been a substantial decline in sign installations, replacements and removals. Carrying out these duties as well as street marking operations would require the addition of four employees at an annual cost of nearly \$64,000.

Contracting for street marking with an outside vendor would enable the sign shop to fulfill its other responsibilities with no staff increase. The annual cost would be about \$40,000. Since the new positions are not yet included in a budget request, no saving has been claimed. *Action Required: Executive.*

**335. Increase parking meter rates to \$0.25 per hour.**

The existing parking meter rate of \$0.10 per hour was approved in 1976. Inflation has made this charge inadequate in view of rising operational expenses. A new rate of \$0.25 per hour should be established to provide additional annual income estimated at \$243,000. There would be a one-time cost of \$33,000 for meter modifications. *Action Required: Council.*

## Division of Dog Pound

All complaints concerning animals are answered by this division. It also issues tickets to owners whose pets violate city control ordinances.

Division activities are supervised by the Chief Dog Warden. The authorized staff totals 45 positions including 24 funded through the federal Comprehensive Employment Training Act. The fiscal 1979 budget amounts to slightly more than \$350,000.

In addition to providing kennel facilities, the division now operates a clinic to spay and neuter cats or dogs for a standard fee of \$15. Dog wardens provide complaint-answering services 24 hours daily on a three-shift basis. In 1979, the division responded to almost 15,000 complaints and picked up nearly 4,200 animals. Priority is given to police requests for assistance.

### Recommendations

Present operations are overstaffed and exhibit poor utilization of both personnel and equipment resources. Manual recordkeeping procedures do not provide necessary data for management or revenue control purposes.

**336. Improve kennel services and adjust staffing.**

One of the division's major responsibilities is to keep strays off city streets. To accomplish this, it has a permanent staff of 16 dog wardens plus 24 federally funded positions. However, the productivity of these wardens is limited by current kennel capacity. Under existing procedures, strays are housed for an average of 15 days, limiting the annual capacity to some 4,200 animals or less than one stray per warden on a daily basis.

To improve this service level, a 10-day limit should be established for housing animals. This is still in excess of the county limit—three days—and will increase the annual kennel capacity to 6,300. Since the federal funding will terminate in March 1981, provision should be made to increase the permanent work force by one warden. Each would be responsible for picking up an average of two animals per day. Division staff would thus decrease from 40 wardens to 17 with 13 assigned to the first shift. The other four would work the second and third shifts, remaining at the kennel except when responding to emergency calls. Subtracting estimated revenue increases for claimed animals, the net annual cost of a new permanent position would amount to \$9,000. However, the division's service ratio would increase by almost 40%.

*Action Required: Executive.*

**337. Institute accounting procedures to control division financial transactions.**

Three types of fees are collected by the division: spaying and neutering charges; kennel costs for reclaimed animals; and fines for ordinance violations. However, appropriate accounting procedures are not in place to control these transactions.

The following methods should be used to generate adequate financial records and audit trails:

- Signs should be posted indicating clinic and kennel charges, informing the public of specific fees and the need to obtain payment receipts.
- A secure depository should be provided for the collection of second and third shift revenues.
- Separate, sequentially numbered receipt books should be used to record clinic and kennel revenues. One receipt copy would remain in the division while a second would be forwarded to the Director of Public Safety along with collected revenues. The director's office should provide the division with a receipt for such revenues to establish an audit trail.
- Impound notices should be recorded on receipt documents to provide another audit trail between claimed animals and cash received.
- Revenue handling and documentation duties should be assigned to separate individuals to ensure appropriate control and prevent abuses.
- Citation books should be issued in numerical order with a record of the books given to a particular warden.

*Action Required: Executive.*

**338. Automate division recordkeeping procedures.**

In addition to operational data generated internally, the division receives activity information from four sources. These include the dog wardens on patrol, citizens making complaints, hospitals reporting animal bites and veterinarians giving results of animal quarantine inspections. One of the problems is that the recordkeeping process is totally manual with redundant information transcribed from one form to another. More importantly, the present system does not provide timely data for management control purposes.

A system should be designed to automate the division's recordkeeping with appropriate reports generated for activity analysis, statistical compilations and federal compliance as well as resource management purposes. The one-time development cost is estimated at \$24,000. However, staffing needs would be reduced by one clerical position. Subtracting on-going operational expenses, the net annual saving should amount to \$10,400. *Action Required: Executive.*

**339. Expand the size of the city-owned patrol fleet.**

The division now has 14 trucks to provide patrol services. Four are owned by the city while the remainder are supplied for division use under a federal block grant. The federally funded vehicles must patrol limited target areas. Also, three need substantial repairs which significantly reduces their operational value. In addition, the division must generate regular compliance reports to the federal government regarding the use of its vans.

To eliminate current problems and provide the division with an effective fleet, three of the 10 federal trucks should be purchased by the city at their depreciated value. Two should be bought in fiscal 1980 and one in fiscal 1981 for a total one-time expenditure of \$13,000. Implementation would ensure full patrol coverage at a reasonable cost. *Action Required: Executive.*

**340. Publicize the correct kennel service address.**

Most people do not know where the division's kennel is located. Even the current city directory has the wrong address. To correct this situation, printed materials, street signs and patrol truck identifications should be revised to direct persons to the proper address. The one-time cost should be no more than \$500. *Action Required: Executive.*

**341. Require wardens to wear uniforms and badges on duty.**

Although the city's administrative code states uniforms must be worn on duty, most division wardens work in civilian clothes. Since they are engaged in enforcement activities, issued uniforms and identification badges should be worn. This will reduce the risk of wardens being taken for trespassers or intruders while performing their jobs. *Action Required: Executive.*

**342. Make appropriate use of existing pay ranges.**

All division wardens are paid \$5.72 per hour regardless of their length of service or performance on the job. The salary range for the position is from \$4.70 to \$6.05 per hour. Procedures should be changed to use \$4.70 per hour as the rate for all new employees with increases granted up to the top of the range based on performance and length of service. *Action Required: Executive.*

**343. Enforce county license requirements.**

Most dogs picked up and housed at the kennel do not have county license tags. As an additional service, the division should obtain authority to issue county licenses. Then, if proof of previous licensing is not provided by an owner, the proper documents can be issued before the animal is released. By retaining a service fee of \$0.35 per license, the division should realize an annual income estimated at \$2,000. *Action Required: Executive.*

**344. Recruit volunteers to work at the kennel.**

The division would like to increase the number of stray animals it places in new homes. One way of doing this without adding to current operating

expenses would be through volunteers. These individuals could be recruited to help groom adoptable animals and provide care/feeding information to prospective owners. Cuyahoga County has offered its assistance in establishing a volunteer program. *Action Required: Executive.*

## Municipal Parking Lots

Cleveland owns a number of off-street parking garages and lots to serve the needs of its citizens. Responsibility for planning, financing, construction, management and security of these facilities is vested in the Commissioner of Traffic Engineering and Parking.

A total of 33 persons are employed by the division, including 11 federally funded positions, while the fiscal 1979 expenses excluding debt amortization amounted to slightly more than \$900,000. Revenues for the period are projected at \$1-million. Current facilities include lakefront and airport parking as well as the Willard Garage and lots maintained by the city in numerous neighborhood business areas. Some parking operations report to other city agencies such as the Convention Center and Port Authority.

### Recommendations

Considering present organizational and budget constraints, the division is handling the city's parking operations reasonably well. However, changes are needed to coordinate overall management, improve facility maintenance and increase revenues.

#### **345. Consolidate parking management responsibilities under a new commissioner.**

A total of 30 parking facilities and lots are owned by the city. Of these, 15 are under the direct control of the Division of Municipal Parking Lots while the remainder are leased by various city agencies to private operators. Annual parking revenues amount to more than \$5-million. However, the absence of coordinated management and parking operation expertise has caused a number of problems. These include underutilized facilities, noncompetitive rates, poorly negotiated lease arrangements, lack of long-range maintenance planning and inadequate control of employee work hours, rules and rates.

To achieve an overall improvement in the city's parking operations and increase revenues, a new commissioner's position should be created, reporting to the Director of Public Properties. Individuals with broad experience in large parking operations should be sought as candidates for the post. The person selected to serve as the Commissioner of Municipal Parking would have full responsibility for all city facilities. This would include negotiating lease arrangements, recommending the sale of properties when advisable, operating facilities, setting rates and working conditions, planning for short- and long-term maintenance needs and controlling revenues and expenses through appropriate fiscal procedures. The annual cost of the new position is estimated at \$35,200. This expense should be more than offset through anticipated revenue improvements. *Action Required: Council.*

#### **346. Develop a long-range maintenance plan and budget.**

Several maintenance problems exist in the city's parking facilities. They include surface deteriorations, structural and drainage deficiencies as well as improperly operated gates and lights. Unless action is taken quickly, minor repairs could escalate into major renovations.

The city needs a long-term maintenance plan and annual budget to ensure its facilities are kept in good operating condition. As a first step, an engineering study should be conducted to provide necessary data. A one-time cost of \$12,000 is anticipated for the study. *Action Required: Executive.*

**347. Improve control of access to city facilities.**

Inadequate control and retrieval of card keys for city garage facilities has resulted in various problems. For example, approximately 1,700 cards have been issued for the Willard Park Garage which has a rated capacity of only 1,486 spaces. New cards must be issued periodically to prevent unauthorized use by terminated employees who failed to return access keys.

To solve this problem, a computerized access control system should be installed at Willard Park. The one-time cost is estimated at \$40,000. The system should be able to provide valuable management data such as updated listings of card holders, program out invalid cards and prevent re-use of a card to permit multiple entries. Based on industry experience, the increase in usable space for paying customers should generate an additional \$50,000 in annual income. *Action Required: Executive.*

**348. Use part-time help to reduce overtime costs.**

At the present staffing level, parking operations accrue overtime charges at an average rate of 50 hours per week. This results in an hourly cost of \$7.56 for time worked in excess of 40 hours per week. Substituting part-time student help for overtime authorizations could reduce such expenses by an estimated \$16,800 per year. *Action Required: Executive.*

**349. Improve housekeeping procedures at Willard Park.**

Inadequate drains cause large amounts of water to collect from seepage of rain or melting snow at the Willard Park Garage. This impedes pedestrian traffic and, on one occasion, resulted in a short circuit of an elevator's electrical system.

To improve garage housekeeping, a job category of parking coordinator-operator should be established to run sweeper/scrubber equipment and perform minor maintenance chores, replacing a current post of parking attendant. Necessary repairs should be made on existing machinery and two water vacuum units purchased to handle seepage problems. The net annual cost increase of the position change is estimated at \$5,200. There would be a one-time expenditure of \$2,000 for equipment. *Action Required: Executive.*

**350. Study alternate uses for parking lot properties.**

The city maintains a number of parking lots in neighborhood business areas. In some instances, these operations may not return maximum benefits to the citizens of Cleveland.

A study should be undertaken to identify possible surplus properties which might be sold for development purposes. A preliminary survey indicates the city could save about \$3,300 in maintenance costs by disposing of three currently underutilized lots. *Action Required: Council.*

**351. Reclassify two division positions.**

The positions assigned to this division include two categorized as "lineman-low tension." These are electricians who may only service 110 volt equipment.

When repairs are needed on 220 volt equipment, an electrical worker must be requisitioned from the crafts pool. As a result, the lineman classification is of limited value in making repairs at division facilities which have a significant number of 220 volt installations.

To improve the overall utilization of maintenance personnel, the lineman-low tension positions should be eliminated. Two new posts—electrical worker and mechanical handyman—should be established as replacements. The additional annual cost is estimated at \$24,800. However, implementation would provide a two-person team capable of handling all electrical repair work at division parking facilities. *Action Required: Executive.*

**352. *Solicit bids from qualified operators to run city parking facilities.***

Even if rates and the amount of revenue producing spaces at the Willard Park Garage are increased, city parking facilities will require a funding subsidy of more than \$240,000 to offset current costs. This will be a substantial drain on Cleveland's annual revenues.

One means of improving this financial situation might be to lease facilities to qualified private operators. Bids should be solicited from a sufficient number of experienced firms and the potential revenues compared with returns resulting from direct management. Solicitations of qualified vendors and subsequent negotiations would be a responsibility of the proposed Commissioner of Municipal Parking. *Action Required: Council.*

**353. *Increase the amount of revenue-producing space at Willard Park.***

Approximately 700 spaces in Willard Park are needed to provide free employee parking on a daily basis, severely limiting the facility's revenue-producing capacity. Little use is made of the lakefront parking lots although bus service is available to the various government offices. As a result, there is often a shortage of space for paid visitor parking at Willard Park.

To increase garage revenues, current procedures should be altered as follows: Eligible employees would be provided with free parking at the lakefront lots or the option of a discounted monthly rate in the garage. Based on existing volumes, this change could increase annual income by an estimated \$252,000. *Action Required: Executive.*

**354. *Charge city agencies for employee parking.***

A number of city employees use the Willard Park Garage as a source of free parking. This substantially decreases the facility's revenue-producing capacity. To help offset operating costs, city agencies should be charged for employee spaces. At present volumes, the additional annual income from public use should amount to \$9,100. *Action Required: Executive.*

**355. *Install automatic fee calculating equipment at the airport parking facility.***

Parking fees for cars leaving the airport must be calculated manually. This causes traffic backups as well as subsequent revenue auditing problems. Therefore, automatic calculating equipment should be purchased and installed. The one-time cost is estimated at \$50,000. Elimination of arithmetic errors should increase revenues by at least 10% or approximately \$350,000 per year, according to a parking equipment industry source. *Action Required: Executive.*

**356. Increase parking rates to help offset costs.**

Current parking rates are not sufficient to meet the city's operational, maintenance and debt repayment costs. A net loss of some \$960,000 was sustained by the various operations. Raising the fees at city facilities in line with existing private competition should produce additional annual revenue of some \$452,000 to help defray expenses and reduce the 1979 deficit to approximately \$500,000. *Action Required: Council.*

## Department of Public Health and Welfare

The department is responsible for providing a wide range of health and social services to the citizens of Cleveland. Responsibilities include operation of the city's health service centers as well as its penal facilities.

### Present Operations

As chief operating officer, the Director of Public Health and Welfare supervises a staff of 448. In addition to a centralized administrative organization, the department consists of four divisions: Air Pollution Control, House of Corrections, Environmental Health Services and Health. Separate reports are provided on each.

The department's administrative activities are carried out by a staff of 25 while the fiscal 1979 budget amounted to nearly \$140,000. Duties include general budgeting/accounting, personnel administration and purchasing control as well as overall planning and program evaluation for the department.

### Recommendations

In line with proposals made in subsequent reports, action should be taken to streamline the department's organization structure and improve its revenue generating and recovery capabilities.

**357. Consolidate the department's administrative functions.**

Administrative services such as fiscal control, purchasing, personnel administration, accounting and grant procurement are provided by a staff of 25. Current procedures represent an inefficient use of resources since employees working in these areas generally serve a particular division rather than the entire department.

To improve operational effectiveness, all administrative functions should be consolidated under a new position. The incumbent would supervise the following individuals:

- Controller: Maintain records of all payments and receipts, prepare department and division financial reports and develop budget plans.
- Personnel Administrator: Handle all employment matters including payroll information, personnel files and retirement records.
- Purchasing Administrator: Provide centralized control of department purchasing activities as well as supervision of inventories and liaison with the city's central purchasing function.

- Payroll and Accounts Receivable Administrator: Responsible for payroll, billing and banking functions in the department.
- Grant Procurement Coordinator: Research and prepare data needed to obtain available grants.

The realigned administrative area would also require one secretarial position, nine clerks and a storekeeper. However, the decrease in overall staffing would result in a net annual saving of approximately \$82,300. *Action Required: Executive.*

**358. Consolidate the Divisions of Air Pollution Control and Environmental Health Services.**

The Divisions of Air Pollution Control and Environmental Health Services administer overlapping programs for the citizens of Cleveland. A proposal in a subsequent report recommends that the Division of Air Pollution Control be eliminated by transferring its responsibilities to the state or another designated government entity. If this is not done, the department's management structure should be simplified by placing the two existing divisions under a single commissioner. The annual saving would amount to \$37,700. *Action Required: Council.*

**359. Obtain reclassifications for city health service centers.**

In 1979, the department submitted \$489,000 in patient expenses to the state for Medicaid reimbursements. Of that amount, \$119,000 was not recoverable because of differences between the state's approved fee schedule and actual operating costs. This problem could be eliminated if the city's health centers were reclassified as outpatient facilities since 100% reimbursement would then be provided.

Department facilities are now categorized as ambulatory health care centers. Completing the necessary reclassification forms would require assistance from a qualified cost accountant with hospital experience and some reprogramming to meet state reporting regulations. The one-time cost is estimated at \$7,500. However, the increase in annual income would be at least \$119,000 through elimination of reimbursement refusals. This benefit is in addition to the monies claimed in the Medicaid proposal described in the report on the Division of Health. *Action Required: Executive.*

**360. Reduce inventories and eliminate the central warehouse.**

The department maintains a warehouse to store various housekeeping items and disposable medical supplies. The bulk of this stock is used by the House of Corrections and the health service centers. By establishing optimum reorder points, these facilities could maintain their own inventories and the expense of the warehouse could be eliminated. Implementation would provide an annual saving in rent expenditures of \$24,000. *Action Required: Executive.*

**361. Decentralize first party billing procedures.**

Only 42% of the first party billings for health center services are being collected. Thus, the department is not being reimbursed by patients for an estimated \$105,000 in medical care. Procedures are needed to strengthen current collection efforts.

The first step should be to decentralize first party collection responsibilities to the respective health service centers. In this way, the center could make the initial attempt to obtain payment while the patient was in the facility. If the money cannot be collected, the patient would be given a bill and asked to pay within a specified period. Two follow-up requests should be sent 30 days apart to delinquent parties. All payments should be sent to the center providing the medical service so patient account information would be current. Persons with outstanding balances might be refused further non-emergency care until bills were settled as an additional means of enforcing collection. The increase in annual revenues is estimated at \$35,000. *Action Required: Executive.*

## Division of Air Pollution Control

The mission of this division is to reduce pollution and maintain the city's air quality within federal, state and local standards. It also enforces the state's air pollution program throughout Cuyahoga County.

The Commissioner of Air Pollution Control has an authorized staff of 73 including 10 currently vacant positions. The fiscal 1979 budget amounted to \$1.4-million of which nearly \$600,000 was city money and the remainder federal and state funding. Organizationally, the division consists of an administrative staff and three bureaus: Engineering Services, Field Services and Technical Services. Together, these units evaluate sources of air pollution, assist users with corrective action, process permit applications, investigate complaints and operate a 35-location sampling network.

### Recommendations

The division performs a valuable service. However, its ability to handle steadily increasing work loads is limited and operational efficiency suffers as a result.

#### **362. Consider transferring division responsibilities to another government agency.**

The Division of Air Pollution Control enforces Ohio's air quality program throughout Cuyahoga County under a contract agreement with the state. However, actual operating costs are almost double the amount of funding provided, requiring a substantial subsidy from Cleveland's general revenues.

In view of the steadily increasing work load and rising operational costs, the city should consider terminating its pollution control contract with the state. One alternative would be to transfer total responsibility — along with the division's staff, equipment and files — to the state or another designated authority in Ohio. Similar action has already been taken in Cincinnati and is being proposed in Toledo. Implementation would result in an annual saving of city funds amounting to almost \$600,000. If Cleveland decides to continue division activities, the changes proposed in the following recommendations should be put into effect to increase operational efficiency. *Action Required: Council.*

#### **363. Revise budget calculations.**

Division activities are funded with federal, state and local monies. The city portion of the budget has increased from \$400,600 in fiscal 1976 to

nearly \$600,000 in fiscal 1979 with a level of \$645,000 anticipated for 1980. The non-federal funding ratio is approximately one-third state and two-thirds city. This is the reverse of financing levels in other Ohio communities where the state is responsible for the bulk of the non-federal funding requirements.

If Cleveland decides to continue this division's operations, the budget should be recalculated to eliminate proposed staff additions and increase the percentage of state funding involved in meeting federal matching requirements. This change should provide the city with an annual saving of approximately \$87,000. *Action Required: Executive.*

**364. Charge other agencies for division services.**

The division monitors air pollution sources with respect to 13,000 operating units of which more than 50% are located outside of Cleveland. However, the operating costs associated with this service are paid entirely by the city. Negotiations should be conducted with state, county and other municipal officials to establish equitable fees for division services. This income would help defray current operational expenses. Based on the existing activity level, the annual income should amount to nearly \$300,000. *Action Required: Executive.*

**365. Improve division housekeeping.**

The division occupies space in two buildings and housekeeping is poor in both locations. Daily cleaning routines should be established for the janitorial staff to correct existing problems. In addition, division personnel should be required to maintain the general orderliness of their work areas. *Action Required: Executive.*

**366. Hold staff meetings to improve division communications.**

There are no formal procedures to keep individuals informed of activities in their bureaus or the division as a whole. To improve communications, regular meetings should be scheduled by the commissioner and the respective bureau chiefs to discuss current operations. Monthly activity memos should also be prepared and circulated to the staff. *Action Required: Executive.*

**367. Consolidate city and state air pollution files.**

Although information on complaints, inspections and permits is housed in the same building, the state files are kept on one floor and city data on another. Overall efficiency would be improved substantially if all files were relocated to a central area for cross-reference. *Action Required: Executive.*

**368. Issue appropriate equipment to inspection personnel.**

Only 25% of the division's inspectors have been issued basic equipment such as respirators. Since these items are needed on the job, funding should be available on an annual basis to ensure that all personnel are properly equipped. The annual cost is estimated at approximately \$300. *Action Required: Executive.*

# House of Corrections

The House of Corrections provides custodial care for persons who have been committed there by the courts. Services include work release, vocational and general education programs.

The Commissioner of Welfare Institutions is the chief operating officer of this division. There is a staff of 95, including eight federally funded employees, while the fiscal 1979 budget amounted to almost \$1.9-million. Organizationally, the division consists of three operational areas:

- **Security:** A total of 68 employees are involved in providing around-the-clock security at the two residential buildings. The current inmate capacity is 158 persons with a total of 1,844 individuals housed there during 1979.
- **Operations:** Responsibilities in this area range from business office and purchasing functions to food service and maintenance activities.
- **Medical and Social Services:** A variety of medical, welfare and recreational programs are provided to inmates by division personnel assigned to this area.

## Recommendations

This institution must redefine its mission in order to develop effective long-range plans and provide for needed capital improvements. Substantial modifications are required to bring facilities into conformance with state building standards.

### **369. Revise the institution's organization structure.**

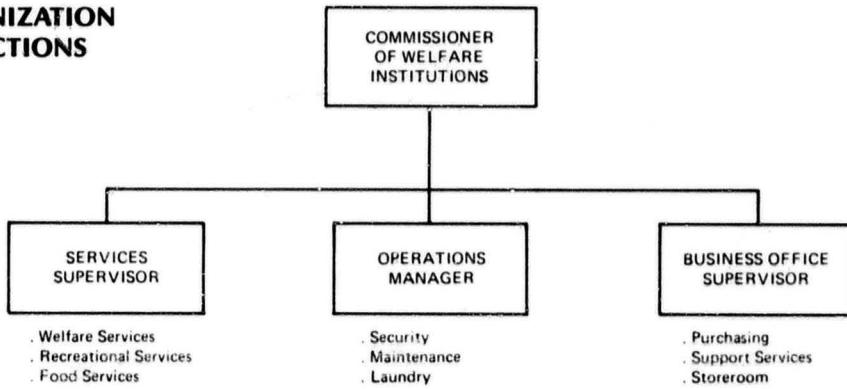
Under the current organization structure, every functional and shift supervisor reports to the Commissioner of Welfare Institutions. This span of controls totals 15 individuals, far too many for effective management.

To improve operational efficiency, the existing organizations should be modified as illustrated by the chart shown on the next page. Under this approach, three current positions would be eliminated and replaced by three new ones as follows:

- **Services Supervisor:** This post would replace the current classification of Social Services Supervisor. The new positions would have responsibility for three areas: welfare, recreational and food services.
- **Operations Manager:** The position of Assistant Commissioner would be reclassified and assume responsibility for three functions: security, maintenance and laundry operations.
- **Business Office Supervisor:** Finally, the current budget analyst would become a supervisor with responsibility for purchasing, support services and the institution's storeroom.

In addition to establishing a more effective span of control, this functional realignment will eliminate the need for one security shift supervisor and one clerk in the business office. The combined annual saving amounts to \$34,000 after subtracting the additional costs for position reclassifications. *Action Required: Executive.*

## PROPOSED ORGANIZATION HOUSE OF CORRECTIONS



### 370. Transfer responsibility for Camp Hope to the Division of Recreation.

The aim of Camp Hope is to provide city children with an opportunity to enjoy outdoor activities. It is only open eight weeks each year and operates at an annual cost of \$55,000 for property maintenance and food services.

Since the primary mission of the House of Corrections is to provide custodial care, the assignment of Camp Hope to this division is inappropriate. The responsibility should be transferred to the Division of Recreation in the Department of Public Properties. In this way, opportunities for additional use of the camp might be developed. *Action Required: Executive.*

### 371. Consider Highland Hospital for use as a correctional facility.

The House of Corrections consists of four buildings on some 300 acres with residents housed in two of the structures. All of the buildings are old and in poor condition. A capital investment of at least \$175,000 will be required to bring the facilities up to court-mandated standards.

The county has been leasing Highland Hospital from the city, but has virtually vacated the premises except for an alcohol rehabilitation program. The hospital could easily accommodate the city's correctional activity since it has a population capacity up to 400 residents. In addition to the improved environment, benefits would include reduced security requirements since all activities would be located in a single building. The one-time cost of modifications is estimated at \$250,000. However, the annual saving through elimination of 15 positions would amount to \$234,000. *Action Required: Council.*

### 372. Reduce current laundry costs.

Institutional laundry needs are handled by contract cost of about \$28,500. A one-time expenditure of \$140,000 would provide the House of Corrections with an inmate-operated laundry consisting of a washer, two dryers and a mangle. On an annual basis, the net saving should amount to nearly \$24,000. *Action Required: Executive.*

### 373. Reduce institutional overtime costs.

The division paid some \$138,000 for overtime during 1979. Part of the expense results from scheduling guards on a six-day on, two-day off work routine. This schedule will produce a need for more than 5,000 hours of overtime during 1980. By altering the routine to a five and two assignment, the city can save almost \$22,000 in overtime wages. No increase in personnel would be required to implement this change. *Action Required: Executive.*

**374. Sell, lease or otherwise convert surplus property in Warrensville and Orange Townships to produce income.**

The city owns 880 acres of land in Warrensville and Orange Townships. Approximately 344 acres are used by the House of Corrections and the city's alcoholic rehabilitation program. The remainder of the property — which has a substantial market value — is not being utilized. A City Land Commission, described elsewhere, should identify sale and/or lease opportunities for the land. The one-time income from a sale could be as much as \$18-million. *Action Required: Council.*

**375. Revise billing rates and increase capacity to improve institutional revenues.**

In fiscal 1979, the division's operating expenses of nearly \$1.9-million were offset slightly by revenues of almost \$800,000 for housing persons committed by county and suburban authorities. A few capital improvements could increase the institution's current inmate capacity by almost 50%. However, there is an additional problem in that the suburbs and county feel present charges of \$50 per day are excessive and generally send their prisoners elsewhere.

To increase revenue potential, the city should negotiate with local authorities to establish an equitable rate for housing inmate "overflows." A one-time expenditure of \$75,000 would be sufficient to provide the additional capacity while a rate reduction to \$40 a day would still provide a favorable cash flow to the city. Based on an 80% occupancy rate, the net gain in annual revenues should amount to slightly more than \$1-million. *Action Required: Executive.*

## **Division of Environmental Health Services**

The primary responsibility of this division is to enforce the city's public health ordinances. Activities involve inspecting food and milk supplies, investigating sanitation complaints and correcting environmental hazards including vermin control.

As chief operating officer, the Commissioner of Environmental Health Services directs a staff of 78. The division's fiscal 1979 budget amounts to slightly over \$1-million. The current organization structure includes an administrative group, several functional specialties and grant programs, various field operations and an environmental health laboratory. Activities are assigned on either a project or geographical basis. There are six district offices located in various parts of the city to provide services to the citizens of Cleveland. The bulk of this division's revenues are derived from milk inspection fees and food handling licenses.

### **Recommendations**

Opportunities exist to improve overall productivity by altering division work flows. More attention is needed in the areas of grant solicitation and general administration. In addition, current fee structures do not adequately reflect operating costs.

**376. Reduce the commissioner's span of management control.**

Under the current organization structure four program managers report to the commissioner. They are responsible for food and milk, environmental health engineering, community hygiene and environmental education functions. Each serves as a focal point for coordinating program planning and enforcement with county, state and federal agencies in addition to monitoring division field activities.

Separation of these programs into four categories is historical and not based on the technologies involved or the work loads. To provide a more effective span of management control, the programs should be regrouped into two areas: Licensing and Inspection; and Environmental Control. Implementation would eliminate two existing management positions for an annual saving of \$51,200. *Action Required: Executive.*

**377. Consolidate district operations into four offices.**

Since the late 1960's, the division has maintained six district offices to provide citywide services despite a substantial decline in population over the last 10 years. Each location is staffed to provide a full range of sanitation and public health activities with two situated in the same health center.

District operations should be consolidated to reflect population requirements. This could be done by closing one of the two offices at the McCafferty Health Service Center as well as the district operation in the division's headquarters building. Staff at the J. Glen Smith and Miles-Broadway Health Service Centers should be relocated in accordance with broadened district boundaries. Personnel from the two discontinued offices would be reassigned to appropriate new locations. Implementation would eliminate the need for two management positions, providing an annual saving of slightly more than \$47,000. *Action Required: Executive.*

**378. Improve sanitation procedures related to vacant property.**

Vacant lots in Cleveland constitute a substantial health hazard because of illegal dumping of waste as well as weed growth in the spring and summer. To alleviate this growing problem, a cooperative effort is needed between the Departments of Public Health and Welfare, Public Service and Community Development. Under the recommended approach, steps should be taken to identify lot owners during the winter, which is a slack work period in the Division of Environmental Health Services. Agreements could then be reached regarding on-going property maintenance, particularly weed control. Illegal trash would be cleared by city personnel as required and a bill for services sent to the owner. A card file should be set up to record property titles, types of complaints and city services rendered for each vacant lot. This approach would provide an effective method for handling such sanitation responsibilities. *Action Required: Executive.*

**379. Establish staffing requirements on the basis of anticipated work loads.**

Management information is not available to identify district work loads and related staffing requirements. Thus, it is not possible to evaluate performance levels or project personnel needs for the division. As a remedy, data should be accumulated to identify the type of work performed by each inspector as well as the time required. This information could then be used to establish work load projections and overall staffing requirements. *Action Required: Executive.*

identify them in a consistent manner. The objective would be to develop a standardized approach for effectively evaluating food service activities. Once appropriate criteria have been identified, training should be provided on a citywide basis to district personnel. *Action Required: Executive.*

**384. Revise fee structures to reflect rising operational costs.**

In comparing operational expenses with fees generated through inspection and licensing services, it is apparent that these charges may be as much as 40% below direct costs. To help offset existing deficits, the division's fee schedule should be adjusted upward by at least 10%. At current volumes, the additional annual income would amount to approximately \$20,000. *Action Required: Council.*

## Division of Health

This division administers state and municipal health services required by law. It also offers additional programs to meet various public health needs.

The Commissioner of Health directs a staff of 178. Of these, 78 positions are funded through grants and 43 are subsidized with federal monies under the Comprehensive Employment Training Act. The fiscal 1979 budget amounted to nearly \$5.2-million of which about \$2.5-million represented city funds. A total of 16 units report to the commissioner, grouped into three general areas: professional services, health centers and programs.

The functions which comprise professional services include physicians, dentists, nursing, vital statistics, clinical laboratory and pharmacy. There are three health care centers and one smaller satellite operation in the city as well as a family care center for dental services which is scheduled for elimination. Program areas encompass counseling, care for the elderly, venereal disease control, family planning, immunization and a hemophilia project.

### Recommendations

Excellent services are being provided at a reasonable cost. However, the division needs more effective planning activities as well as procedural changes to increase the revenues generated to offset program costs.

**385. Develop a citywide health plan.**

Health programs are now initiated on a piecemeal basis, causing problems in relation to funding and staff availability. There is no comprehensive planning done to meet community needs on a prioritized basis. The result is lowered program effectiveness and poor utilization of overall resources.

Division staff should undertake a program to develop a comprehensive, citywide health plan. It should have clearly identified goals and priorities with additional review and comment provided by the Mayor and City Council. In addition to program objectives, the plan should provide specific information on anticipated funding requirements and potential revenue sources. Once approved, it should be updated regularly through program evaluations and other essential data additions. *Action Required: Executive.*

**386. Establish a technical advisory committee to supplement division planning resources.**

No formal liaison exists between division personnel and the various professional associations which serve the city's hospitals, medical staffs and community health care agencies. As a result, there is little opportunity for qualified health care providers to contribute suggestions with respect to the development of an effective citywide health service program. Cleveland is one of the few major cities in the country which does not have a health care advisory group.

A nine-member committee should be appointed to provide the division with program planning assistance. Individuals should be asked to serve on the group by the Commissioner of Health with concurrence from the Mayor. The following organizations should be represented: Greater Cleveland Hospital Association; member of a local hospital board; Cleveland Academy of Medicine; Cleveland Area Nurses Association; Case Western Reserve University School of Medicine; the Director of the Metropolitan General Hospital; Cleveland Area Dental Society; Cleveland Clinic Foundation; and University Hospital Corporation. The committee would evaluate division program plans, supply consultation services and act as liaison with the city's health care providers. *Action Required: Executive.*

**387. Increase Medicaid reimbursements.**

The division's billing system does not provide the detailed cost breakdowns required to obtain Medicaid reimbursements for certain patient services and drugs. In addition, radiology equipment is needed to qualify the health care centers as out-patient clinics under existing state regulations.

Reprogramming the billing system to supply unit cost information could increase annual Medicaid reimbursements by 60%. In addition, use of existing dental X-ray machines at the McCafferty Center would enable the division to have its health centers reclassified so they would qualify for larger Medicaid payments. Subtracting the one-time implementation costs, there would be a net income of \$92,000 based on fiscal 1979 figures. At current billing volumes, the subsequent increase in annual income should amount to \$280,000. *Action Required: Executive.*

**388. Close the family care center.**

This federally financed center provides health care to an estimated 4,400 medical and 1,100 dental patients. Its clients could easily be absorbed by three nearby division facilities. Therefore, the family care center should be closed, yielding an annual saving of nearly \$360,000 in federal funds. *Action Required: Executive.*

**389. Develop guidelines for patient billing.**

Clients who are not covered by insurance are charged for health center services based on their ability to pay. However, practices vary from center to center with respect to the fees which are levied and the amount of the charges. This approach is inequitable and should be altered. By establishing a minimum fee of \$3 at all centers, the division should realize additional annual income of at least \$50,000. *Action Required: Executive.*

**390. Separate medication charges from other fees.**

Health center charges combine the costs of medical procedures, laboratory work and prescribed medication according to a sliding fee schedule. As a

result, actual medication expenses are not being properly offset by revenues. By charging for medication separately, the Division of Environmental Health Services could realize additional annual income estimated at \$50,000. *Action Required: Executive.*

**391. Increase fees for duplicate birth and death certificates.**

The state has established a fee of \$2 for duplicate birth and death certificates issued in Ohio. However, this amount is not sufficient to offset actual processing costs incurred by the Division of Health. A request should be initiated by the City Council to raise the charge to \$3. Because state action may be required for implementation of this proposal, the potential annual revenue increase of approximately \$140,000 is not being claimed at this time. *Action Required: Council.*

## Department of Public Utilities

This department directs the operations of all non-tax supported utilities owned by the city. These include Cleveland's water, light and power systems as well as its small sewers.

### Present Operations

The Director of Public Utilities is the chief operating officer of the department, supervising the activities of 1,456 employees. The central administrative staff is composed of six positions. During fiscal 1979, the department's budget amounted to over \$130-million while revenues exceeded totaled \$135-million. There are five operating divisions:

- Water and Heat: Manages all city-owned water distribution facilities, providing services to over 1.8-million users.
- Water Pollution Control: Maintains 4,300 miles of sanitary and storm sewers.
- Light and Power: Generates and distributes electric energy to the city, private consumers and business establishments.
- Utilities Engineering: Provides required engineering services to the department.
- Utilities Fiscal Control: Administers all fiscal affairs including customer billing.

### Recommendations

The department's effectiveness is hampered by a weak organizational structure and inadequate reporting systems. Long- and short-range planning improvements are also needed.

**392. Reassign appropriate fiscal control activities to other divisions.**

Some of the functional activities performed by fiscal control and engineering for other divisions could be carried out more effectively on a decentralized basis. A subsequent report addresses the changes proposed for the Division of Utilities Engineering. With respect to Utilities Fiscal Control, operational accountability would be substantially improved by adopting the following modifications:

- Eliminate the position of Commissioner of Utilities Fiscal Control and retitle the unit as the Division of Accounting and Finance. The present Comptroller would assume supervisory responsibility, reporting to the Director of Public Utilities.
- Transfer appropriate responsibility for customer service, collections and claims, meter reading and data entry to the Division of Water and Heat and the Division of Light and Power. Homestead exemptions, permits and sales would also be reassigned to Water and Heat. Under this approach, 169 employees would be reassigned to the Division of Water and Heat while 29 would move to Light and Power.

In addition to establishing more direct operational control, implementation would eliminate one commissioner's position. The annual saving would amount to \$35,000. *Action Required: Council.*

**393. Reassign personnel in the Division of Utilities Engineering to other divisions.**

Utilities Engineering provides services to the Division of Water and Heat and the Division of Water Pollution Control. All expenses are charged back to these two operating units. Better management control and more effective use of personnel resources could be achieved by reassigning personnel to the divisions they serve.

Under the proposed approach, the 38 positions which comprise the Water Unit and the chief clerk's staff would be reduced to 27 and transferred to the Division of Water and Heat. In-house engineering requirements would be limited through expanded use of contracted expertise. The 14 individuals providing service to Water Pollution Control would be reassigned to that division and three of the existing positions terminated. The annual saving would be utilized to offset the cost of contracted engineering services. *Action Required: Executive.*

**394. Establish a maintenance planning and control system.**

The department has a crafts pool of 104 people. However, inadequate planning and scheduling result in poor utilization of maintenance personnel. A maintenance planning, scheduling and control system has been recommended for the Department of Public Properties. It could also be used in Public Utilities. The one-time programming cost is estimated at \$14,000. Based on existing work levels, an immediate staff reduction of 12 positions should be possible for an annual saving of \$360,000. *Action Required: Executive.*

**395. Provide the director with timely, accurate status reports.**

The director is not receiving sufficient information to effectively monitor the divisions under his control. Appropriate reports should be generated on a timely basis to supply accurate financial and operating information on each division. *Action Required: Executive.*

**396. Establish training programs for Department of Public Utilities' personnel.**

Formal training programs are not offered to improve the professional skills of department employees. A number of courses are available in the areas

of management effectiveness and customer service which would be of value. The annual cost of an appropriate training package is estimated at \$30,000. *Action Required: Executive.*

**397. Establish a position of planning engineer.**

The department has no evaluation criteria to help establish priorities for the allocation of capital funds. A means is needed to develop "project packages" which will provide comprehensive data on proposed projects. To accomplish this, a qualified individual should be added to the director's staff to serve as a planning engineer. The annual cost is estimated at \$25,600. *Action Required: Executive.*

**398. Develop long-range planning capabilities in the department.**

New facilities may require planning as far as 10 years in advance to ensure sufficient funding resources and engineering capabilities. However, no formal programs are in existence to identify short- and long-term division plans. A policy should be instituted which would require each division to submit annual updates of capital, operating and maintenance plans covering one-, five- and 10-year periods. These proposals could then be reviewed and approved or modified by the Director of Public Utilities to establish a master plan of department activities. *Action Required: Executive.*

## Division of Water and Heat

This division provides water supplies for Cleveland and 80 suburban areas. The objective is to supply ample, dependable water which is tasteless, odorless and without harmful ingredients.

As chief operating officer, the Commissioner of Water and Heat supervises a staff of 841. The fiscal 1979 budget amounted to \$59.1-million while revenues are estimated at \$55.4-million. This division operates all water facilities owned by the city. Supplies are drawn from intake tunnels in Lake Erie; passed through mixing and settling basins as well as sand and gravel filters; treated and sent to reservoirs, storage tanks or towers; then pumped to 2-million users.

The division maintains five major pumping stations, eight secondary facilities, 14 booster stations, four purification plants and seven reservoirs in four different pressure zones. In addition to its central administrative staff, the division is separated into three functional areas: Internal Affairs, External Affairs and Administration.

### Recommendations

The water system has deteriorated over the years and requires extensive capital investment including substantial improvements in both distribution and maintenance functions. Division managers do not have the proper financial or reporting tools to do an effective job.

**399. Create a Metro/Cleveland Water Authority.**

The present water system serves Cuyahoga and four adjoining counties, encompassing some 80 cities, villages and municipalities. Although more than 70% of the total revenues are collected from outside Cleveland, the

system is basically under the city's control. This has resulted in a lack of input from areas being served with respect to system requirements and long-range planning.

A Metro/Cleveland Water Authority should be created, if the present organization fails to act upon all or most of the task force recommendations to improve operations. It would consist of a seven-member board, reporting to the Mayor. Four representatives would be appointed by the Mayor and three by the city's suburban customers. These individuals would serve staggered terms of three years. Implementation would create a more responsive mechanism for developing long- and short-term plans for the water system. *Action Required: Charter.*

**400. Renovate facilities to ensure continued water service.**

The city's water system has been in operation since 1865. A study conducted in 1977 indicated serious facility deterioration and a need for substantial capital investments if the water supply is to be properly processed, protected and distributed. Estimates show total expenditure of \$256-million, funded through a bond issue, will be required to correct the most serious deficiencies. This would have to be supplemented by an annual appropriation of \$5-million to upgrade the water mains in conformance with identified service needs. Therefore, the annualized cost of the capital investment plus the yearly appropriation of \$5-million would amount to \$41.6-million. *Action Required: Council.*

**401. Eliminate unnecessary supervisory positions.**

The management structure in the division is too fragmented to ensure effective operations. The following changes should be made to consolidate activities and eliminate unnecessary posts:

- Meter and pipe repair crews at the division's three satellite installations should report to one individual, reducing the supervisory count from six to three positions.
- The blacksmiths, tap crew, back hoe operators and truck drivers should be placed under the direction of one supervisor, eliminating one current post.
- Duties of three supervisory positions should be consolidated to handle fire-flow/cathodic control, back flow, state work, pipe repair shop and hydrant maintenance functions for a net reduction of two supervisors.
- A single supervisor should be assigned to main cleaning and relining personnel and the four hydraulic crews, eliminating one existing position.
- A one-on-one management structure should be revised to terminate a position of superintendent now reporting to an assistant chief of pipe repair.

Implementation would also eliminate the need for two secretarial positions. The 10 proposed staff reductions would result in an annual saving estimated at \$194,000. *Action Required: Executive.*

**402. Eliminate abuses of light duty assignments.**

City employees who become partially incapacitated are given "light duty" assignments and may continue in these positions for long periods. Adjustments are not made in their salaries to reflect the decrease in responsibility.

To eliminate abuses of this system, employees assigned to light duty should be given medical reviews on a quarterly basis. Persons who are unable to resume their normal functions after the first quarter should be reclassified to pay ranges consistent with the work actually performed. In addition, the roster of light duty personnel at the division's Harvard Yard should be reduced immediately by 10 positions. The annual saving would amount to \$120,700 based on current costs. *Action Required: Executive.*

**403. Reduce custodial costs for the Public Utilities Building.**

The Division of Water and Heat supplies custodial services for this building which has approximately 95,000 square feet of space. The cost for the janitorial staff of 18 averages \$2.36 per square foot, a figure substantially in excess of industry norms. Establishing appropriate performance standards would reduce personnel requirements by nine positions, bringing the expenditure to a more reasonable level of \$1.13 per square foot. The annual saving would amount to \$107,400. *Action Required: Executive.*

**404. Reduce water losses.**

Approximately 15% of the city's water supplies are lost through leakage while another 10% is consumed without being metered. Based on current processing costs, the leaks alone reduce city revenues by \$1.8-million per year. To remedy this situation, the division should re-establish its program of searching for leaks prior to receiving complaints. Implementation could reduce current losses by up to 50%, providing a net annual saving of approximately \$800,000. *Action Required: Executive.*

**405. Contract for required security services.**

The division has a security force of 23 persons, many of whom are physically unqualified for their positions. This function should be turned over to a security service. Based on current personnel costs, the net annual saving is estimated at \$11,000. *Action Required: Executive.*

**406. Control energy consumption at pumping stations.**

The division's five major pumping stations spent about \$7.6-million in 1979 for electrical energy. These facilities do not have their own meters to monitor demand levels. Such equipment would enable personnel to develop operating practices which would regulate peak consumption and reduce costs. The one-time installation cost would be \$10,000. Based on current expenditures, the annual saving should be approximately \$120,000. *Action Required: Executive.*

**407. Use chlorine to treat water supplies at the Baldwin purification plant.**

Costs at Baldwin are approximately \$6 higher per million gallons of water because it is the only plant not using chlorine treatment. Since the necessary system is in place, implementing a change would not require a capital expenditure. Based on current costs, the annual saving would amount to \$247,000. *Action Required: Executive.*

**408. Implement a five-year meter replacement program.**

Approximately eight different types of meters are used to monitor home water consumption. Much of the equipment is so old, replacement parts cannot be obtained. The division should implement a five-year program to convert existing equipment to standardized remote meters which are installed outside the home. Implementation would reduce personnel requirements by 13 positions for an annual saving of approximately \$232,000. *Action Required: Executive.*

**409. Update charges for materials.**

Charges for materials used to maintain service equipment are as much as 15% to 30% below replacement costs. The existing schedule should be revised to reflect actual expenditures. At current volumes, the additional annual income is estimated at \$150,000. *Action Required: Executive.*

**410. Control issuance of safety equipment and tools.**

Personnel are issued safety equipment and tools on the basis of signed requisitions from their supervisors. However, a review indicates excessive levels of issuance in some instances. A control system should be implemented to reduce the potential for abuse. Based on current expenditures, effective monitoring would result in an annual saving of \$21,000. *Action Required: Executive.*

## **Division of Water Pollution Control**

This division is responsible for the network of sewers which conveys waste from its points of origin in the city to various treatment facilities. Division personnel also inspect sewer connections and issue permits for sewer-related construction.

As chief operating officer, the Commissioner of Water Pollution Control manages a work force of 90. The fiscal 1979 budget amounted to nearly \$56.3-million while receipts totaled slightly more than \$51.1-million. Activities are carried out in four functional areas. These include Administrative, Permits and Complaints, Pump House Maintenance and Sewer Maintenance. Approximately 2,000 permits are issued each year for new sewer tap-ins and other related types of construction. Some 5,000 complaints are investigated annually in addition to the processing of requests for general information or technical advice.

### **Recommendations**

The division operates at a substantial deficit and programs are not in place to ensure on-going preventive maintenance or capital investment activities. While emergency situations receive quick response, the overall scheduling of personnel needs improvement.

**411. Consolidate division offices.**

The division is not using its available space efficiently. As a result, operating costs are increased while supervisory time is lost traveling between two locations. To remedy this situation, the commissioner's staff as well as the permits and complaints employees should be relocated to the offices

occupied by sewer maintenance personnel. The one-time cost of remodeling is estimated at \$20,000. However, implementation would reduce staff requirements by one position for an annual saving of \$14,000. *Action Required: Executive.*

**412. Improve payment procedures for sewer services.**

The city reimburses the Northeast Ohio Regional Sewer District for services to the suburbs on the basis of the bills issued by the Division of Water Pollution Control rather than customer payments actually received. As a result, over \$7-million is outstanding in unpaid bills dating from 1972.

To correct the problem, the existing contract should be changed so payments would be made to the district on the basis of actual receipts. In addition, steps should be taken to obtain a repayment from the district to cover existing delinquencies. The one-time income is estimated at \$7-million. *Action Required: Executive.*

**413. Negotiate an operating agreement with the Northeast Ohio Regional Sewer District.**

Given the substantial financial drain which the city's sewer system represents, steps should be taken to reach an agreement with the Northeast Ohio Regional Sewer District to take over existing operating responsibilities in keeping with City Ordinance No. N848-76. One advantage would be the increased potential for federal grants related to capital investment and service enhancements. *Action Required: Council.*

**414. Appoint a private sector committee to provide the division with technical advice.**

To improve division planning capabilities, the commissioner should be able to draw on technical resources available in the private sector. This could be accomplished by establishing a five-person volunteer advisory committee. Members should be selected from each of the following groups: Cleveland Society of Professional Engineers, Cleveland Consulting Engineers Association, Associated General Contractors, American Institute of Architects and American Society of Civil Engineers. *Action Required: Executive.*

**415. Improve flood control through preventive maintenance.**

Heavy rainstorms usually cause serious flooding of streets, basements and storm creeks in certain areas of the city. A preventive maintenance program should be implemented to clean out catch basins, main sewer lines and creek beds in identified trouble spots on a regular basis. *Action Required: Executive.*

**416. Implement formal in-service training.**

No programs are in place to provide on-going skills development for management or operating personnel in the division. This is extremely important with respect to improving service efficiency and holding down costs. Therefore, in-service programs should be offered to help division employees enhance their technical and supervisory capabilities. *Action Required: Executive.*

**417. Provide office personnel with training in complaint handling.**

The division receives a large volume of complaint calls which may or may not fall into its area of responsibility. Training should be provided to the office staff who answer such calls so that they can take appropriate action. *Action Required: Executive.*

**418. Design a consolidated form for division use.**

Two forms must be prepared to acknowledge receipt of a complaint and identify the action taken. Neither are computer-compatible. A consolidated form should be designed to provide all required information and permit generation of computerized activity reports. *Action Required: Executive.*

**419. Improve care of specialized motor equipment.**

The division has 23 pieces of specialized equipment. A lack of knowledge with respect to repair needs causes substantial downtime even for minor problems. To remedy the situation, one individual should be assigned to service this equipment and carry out a preventive maintenance program designed to reduce downtime. *Action Required: Executive.*

**420. Increase catch basin maintenance.**

Between 3,000 to 4,000 catch basins are cleaned by the division each year. However, this level of operation is insufficient to handle growing backlogs and ensure appropriate preventive maintenance.

To correct this problem, additional equipment should be leased and the per-day cleaning schedule increased. A maintenance contract should be negotiated with a qualified dealer to reduce equipment downtime. The combined annual cost of implementation is estimated at \$48,000. *Action Required: Executive.*

**421. Repair turbines and rotary equipment.**

Three of the division's four sewer cleaning turbines are inoperative. Repairs should be made and regular sewer maintenance scheduled for the turbines and rotary cleaning equipment. There will be a one-time cost of \$1,000 for the turbine work. *Action Required: Executive.*

**422. Enhance crew scheduling and enforce division work rules.**

A considerable amount of time is lost each day due to inefficient crew scheduling as well as employee tardiness or absenteeism. A comprehensive program should be undertaken to eliminate morning delays in dispatching crews and to enforce work rules regarding reporting times, absenteeism and productivity. *Action Required: Executive.*

**423. Share crane operating personnel with other divisions.**

Personnel assigned to crane operations have a substantial amount of idle time. Therefore, arrangements should be made to schedule these individuals on a shared time basis with other divisions. *Action Required: Executive.*

**424. Relocate the storeroom.**

The maintenance yard storeroom is too small to provide efficient service to division work crews. It should be relocated to available space in the garage to provide easy access to dock doors. The one-time costs of implementation is estimated at \$15,000. *Action Required: Executive.*

**425. Establish radio communications with field crews.**

Some of the division's field vehicles are not equipped with two-way radios. Such communications capabilities are important in maintaining effective supervisory control. The one-time cost for six additional units is estimated at \$3,000. *Action Required: Executive.*

**426. Purchase additional equipment for the machine shop.**

Many of the city's pumping stations are more than 50 years old and replacement parts are not readily available. To remedy this situation, some items are made by the division's machine shop. Others must be purchased under contract because of equipment limitations. Buying needed machinery would require a one-time expenditure of \$23,000. However, reducing the use of outside contractors would provide an annual saving of \$13,000, based on current costs. *Action Required: Executive.*

**427. Require inspection evaluations of new sewer construction.**

The Division of Utilities Engineering inspects sewer construction projects before the city takes over their maintenance through the Division of Water Pollution Control. However, inspectors in the latter division have no input with respect to the potential for future problems. A final approval procedure should be implemented that would encompass evaluation reports on new sewers from the Division of Water Pollution Control. *Action Required: Executive.*

**428. Consolidate permit fees.**

Contractors and others doing sewer construction work can obtain a plumber's permit for a fee of \$7.50 from the Department of Community Development. This enables them to avoid obtaining a \$25 permit from the Division of Water Pollution Control. The existing conflict should be eliminated by establishing a combined permit for plumbing and water pollution work. At a proposed rate of \$50, the additional annual income should amount to \$90,000 while staff reductions should provide an annual saving of \$30,000. *Action Required: Council.*

**429. Institute penalties for water pollution violations.**

A program should be instituted to enforce water pollution ordinances on construction sites more effectively. It should include comprehensive information for contractors and others with respect to installation requirements. When violations are found, additional follow-up visits should carry a penalty of \$25 per trip after the second inspection of the same job site. *Action Required: Council.*

**430. Require inspections of demolition bulkheads.**

After obtaining a permit from the Division of Water Pollution Control, contractors involved in building demolitions simply sign statements that all abandoned sewer lines have been properly bulkheaded. However, no inspections are carried out to establish compliance. A \$25 fee should be attached to the permit to finance such an activity. No increase in staff would be necessary. The annual income should amount to \$25,000 based on current volumes. *Action Required: Executive.*

## **Division of Light and Power**

This division — also known as Municipal Electric Light and Power (MELP) — provides electrical power including street lights to the City of Cleveland. It serves a variety of residential, commercial and industrial customers.

As chief operating officer, the Commissioner of Light and Power is responsible for a work force of 184. The fiscal 1979 budget amounted to nearly \$28.6-million while revenues totaled slightly more than \$29-million. Functional activities within the division encompass street lighting, engineering, production and electric meter services.

## Recommendations

Substantial improvements are needed in management practices to permit the division to fulfill its responsibility of providing low-cost electrical services. Competitive pressure from the Cleveland Electric Illuminating Company (CEI) is an additional problem.

### **431. Establish MELP as an independent agency with a governing board.**

Because it is operated as a division within a department, MELP is deprived of many of the managerial controls which would permit it to function as an effective revenue-producing service organization. Short-range plans cannot be formulated on a timely basis and much of the financial data required for decisions are not available. Labor negotiations are conducted without sufficient input from the division while buying activities are delegated to the city's purchasing function. Studies conducted as far back as 1944 have recommended that MELP be organized as an independent entity.

To eliminate the need for City Council decisions on day-to-day operational activities, the division should be placed under a governing board. Members would be appointed by the Mayor and the City Council for staggered terms so that no more than two appointments would be made in any one year. The board should consist of seven individuals: four selected by the Mayor and three appointed by the City Council. A general manager would be retained by the board to conduct day-to-day operations in the new agency. *Action Required: Council.*

### **432. Establish MELP's primary service role as that of an electrical power distributor.**

Given the substantial investments required to bring operating equipment up to necessary standards, a decision should be made to limit MELP's primary role to that of a distributor of electrical power produced by other organizations. This revised operating goal will assist in the allocation of limited human and financial resources to upgrade the power distribution system. *Action Required: Executive.*

### **433. Revise the current organization to concentrate on purchasing electrical power for distribution.**

Since 1977, the division's main activity has consisted of distributing power purchased from CEI and other sources. While various functions exist in the division, there has been no formal organization structure since 1973. Therefore, steps should be taken to design an organizational structure which would enhance MELP's proposed role as a distributor of electrical power. It would consist of three supervisory positions reporting to the general manager. The recommended areas would include:

- **Planning and Engineering:** Functions assigned to this area would encompass systems engineering, planning engineering, survey and service as well as street lighting.

**439. Update equipment at three substations.**

The equipment at three substations is both obsolete and potentially dangerous. Immediate steps should be taken to replace these items. The one-time cost is estimated at \$1.6-million. *Action Required: Executive.*

**440. Investigate the feasibility of improving operational efficiency by reducing equipment duplications.**

While MELP facilities cover 45% of the Cleveland area, it sells only 20% of the power consumed. Its largest market is among small residential and commercial users. Many have been customers of both MELP and CEI, shifting service indiscriminately. This situation increases the cost of providing power for both suppliers. Therefore, consideration should be given to investigating the feasibility and potential economies which could result if duplications in equipment were reduced. *Action Required: Executive.*

**441. Sell or convert the Lake Road facility.**

The Lake Road facility ceased to operate as a power source in 1977. Substantial revenues required to finance capital improvements in the distribution system and repay current indebtedness could be realized by selling this facility. The annual saving in operating expenses would amount to \$394,000. An alternative use would be to convert the facility to a refuse recovery plant. *Action Required: Executive.*

**442. Identify other surplus holdings for possible sale.**

The division owns a number of properties which are not being used. A study should be conducted to determine the potential for disposing of these holdings. A brief review indicates the potential one-time income could be as much as \$1.5-million. *Action Required: Executive.*

**443. Accelerate write-offs for idle facilities and establish appropriate depreciation criteria.**

The division's audited balance sheet, as of December 31, 1978, identified several idle facilities with operating costs of \$32.1-million, accumulated depreciation of \$15.9-million and net book values of \$16.2-million. The depreciation values have not been reassessed since 1952 when the plants were in operation. This substantially distorts MELP's financial statements. To remedy the situation, depreciation criteria should be established for all facilities through an internal engineering study. *Action Required: Executive.*

**444. Revise staffing to eliminate operating and maintenance service backlog.**

There are approximately 400 open work orders — the equivalent of a two-year backlog — in maintenance requests and a six-month backlog in customer operating service jobs. Providing necessary service levels will require the addition of four linemen, six line helpers and four laborers. The annual cost is estimated at \$234,000. *Action Required: Executive.*

**445. Re-evaluate the current rate structure.**

A study should be conducted to review MELP's current rate structure relative to service costs and local competition. *Action Required: Executive.*

**446. Reduce heating costs at Lake Road.**

In order to protect equipment at Lake Road, one boiler has been in operation since the plant shut down in April 1977. The total annual cost of this protection is about \$300,000. This expenditure could be substantially reduced by acquiring one or more air rotation units to maintain a constant temperature of 55°F. The one-time cost would be approximately \$220,000. Pending sale of the plant within one year, this change would provide a net one-time saving of \$80,000. *Action Required: Council.*

**447. Repair building roofs as required.**

The roofs at several buildings have been damaged and repairs are necessary to prevent water leakage on equipment housed within them. The one-time cost is estimated at \$75,000. *Action Required: Council.*

**448. Install fire detection equipment in the warehouse.**

The division has a \$1-million inventory at its warehouse. There is no fire protection equipment other than portable extinguishers. A fire detection/alarm system should be installed to alert the switchboard if a fire breaks out. The one-time cost is estimated at \$5,000. *Action Required: Executive.*

## Division of Utilities Engineering

The division provides engineering services required by the department. It also monitors construction progress and materials for water system and pollution control projects.

As chief operating officer, the Commissioner of Utilities Engineering supervises a staff of 53. The fiscal 1979 budget totaled \$1.6-million, an amount offset by equal revenues for the period. Division operations comprise three areas: Construction, Water Pollution and Water. There is also a chief clerk who supervises two budget analysts, a budget and management analyst and a clerical support staff of three. Personnel in Construction are assigned to specific project sites to monitor and report job progress. Employees in Water Pollution design, write specifications, advertise for bids and recommend awards for sewer contracts. Water personnel perform the same functions for water distribution and treatment facilities.

### Recommendations

The services provided by this division could be supplied more effectively on a decentralized basis. Improved controls are needed with respect to staff planning, project control and capital investments.

**449. Implement a staff planning and control system.**

A formal staff planning and control system is needed to forecast engineering requirements, based on projected work levels. Required plans should be developed and reviewed on a quarterly basis. Additional updates should be made whenever capital investment projects are approved to identify their impact on engineering resources. *Action Required: Executive.*

**450. Improve project control procedures.**

The lack of effective project control results in schedule delays and construction cost increases. To remedy such problems, a project leader should be selected to manage specific job assignments. This individual would be responsible for coordinating all aspects of a capital project including procurement, construction and supplier liaison. Monthly reports should be generated to identify schedule progress, budget compliance, operational problems and other relevant data concerning the assignment. *Action Required: Executive.*

**451. Establish a training program for engineers and inspectors.**

Department engineers must be kept informed of new codes, improvements in construction materials and modifications to established design or construction techniques. Inspectors must also upgrade their technical skills on a regular basis. To ensure this is done, a formal training program should be established. The annual cost is estimated at \$5,000. *Action Required: Executive.*

**452. Reduce the cost of maintaining roll maps and eliminate the backlog of changes.**

Roll maps are used to show the location of pipes, valves and other information needed by city repair crews. A backlog of changes to be made, coupled with inefficient filing methods, makes it difficult to obtain accurate information on a timely basis.

A study should be undertaken to determine the feasibility of using a computer program to provide necessary graphics and related information. If this is not practical, procedures should be changed to establish priorities for the changes to be made. In addition, drawings should be done in pencil rather than ink with final versions mechanically reproduced on cloth. Reducing map sizes to a standard 8½ by 11 or 14 inches would eliminate current filing problems. *Action Required: Executive.*

**453. Modify terms of engineering service contracts.**

Engineering work may be completed several years in advance of actual construction. However, current contract provisions base fees on a percentage of erected costs. Inflation may drive this figure up substantially, thus increasing the fee for already completed engineering work. It would be more equitable to base the payment on the cost of labor and materials during the design stage. Estimates indicate such a change could provide an annual saving of about \$520,000 at current expenditure levels. *Action Required: Executive.*

**454. Develop a long-range plan to correct flooding and pollution problems in the city's sewer system.**

Cleveland's sewer system has deteriorated at a rapid pace over the past several years and is not currently in conformance with various state and federal standards. Lack of funds, personnel and equipment has severely limited efforts at preventive maintenance or timely repair.

A thorough analysis is needed to develop a long-range rehabilitation and replacement plan for the existing network. City engineers should pay particular attention to the identification of areas where serious flooding or pollution problems exist. The resulting data would serve as a basis for setting funding and work priorities. *Action Required: Executive.*

**455. Reallocate surplus water construction funds.**

More than \$9-million in certified water construction funds have been idle for one or more years because the related projects have been completed, canceled or not initiated. Substantial capital investment is required to upgrade the existing water system. Therefore, a formal procedure should be established to identify surplus funds which can be reallocated to new projects. *Action Required: Council.*

## Division of Utilities Fiscal Control

This division is responsible for administering fiscal activities in the Department of Public Utilities. It provides meter reading services and generates related bills. Division personnel are also responsible for billing services provided to the Northeastern Ohio Regional Sewer District.

The Commissioner of Utilities Fiscal Control supervises a staff of 280. The fiscal 1979 budget amounted to about \$3.4-million. However, all personnel expenses are charged back to the Division of Water and Heat and the Division of Light and Power. The two major functional entities in Utilities Fiscal Control are Operations and Accounting and Finance. Operations encompasses the following activities: billing, customer service, collection and claims, meter reading, clerical support, data entry, personnel and homestead exemptions. Accounting and Finance includes the Comptroller, mail receipts, permits and sales, water accounts receivable, light accounts receivable, inventory control and purchasing, auditing and accounting, payroll and cashier.

### Recommendations

Improved systems and controls are needed to strengthen the division's fiscal activities. Substantial upgrading is required with respect to current data processing capabilities.

**456. Upgrade the division's data processing systems.**

Separate data processing systems and support groups are maintained in Utilities Fiscal Control to provide services required by the Division of Water and Heat and the Division of Light and Power. A program should be undertaken to consolidate activities by redesigning application systems to meet identified needs. A study completed in 1977 provides much of the information required to initiate this project. While implementation costs would be more than offset by potential reductions in staffing and processing expenditures, no specific savings are being claimed. *Action Required: Executive.*

**457. Adjust sewer rates to reflect service costs.**

The Division of Water Pollution Control operated with a deficit of about \$4.1-million in 1979. This reflects the fact that existing rates are insufficient to cover the actual costs of providing service. Charges should be increased to eliminate the deficit. The annual income is estimated at \$4.1-million. *Action Required: Council.*

**458. Increase water rates.**

Current rates are not sufficient to offset projected operating costs in the Division of Water and Heat. The schedule should be revised to provide sufficient revenues to support this service. Calculations indicate the increase in annual income should amount to \$5.4-million. *Action Required: Council.*

**459. Increase the service fee charged to the Northeast Ohio Regional Sewer District.**

The Division of Utilities Fiscal Control provides collection and revenue distribution services to the Northeast Ohio Regional Sewer District at a rate of \$0.95 per billing. The service charge should be increased to \$1.08 to reflect increased costs as allowed in the current contract. The additional annual income should amount to \$182,000. *Action Required: Executive.*

**460. Recover monies paid in error to the Northeast Ohio Regional Sewer District.**

From March 1975 to September 1978, nearly \$1.5-million in sewer bills were sent to various city and suburban entities which are entitled to free services. Since revenues to the Northeast Ohio Regional Sewer District are distributed on the basis of billings rather than collections, this billing resulted in an erroneous payment of \$940,000. Steps should be taken to recover these monies to provide the city with a one-time income of \$940,000. *Action Required: Executive.*

**461. Upgrade collection efforts.**

More than \$20-million is owed to the city in delinquent utility bills. A strong effort is needed to collect these funds and prevent future abuses. At least 12 people should be added to the division staff to upgrade the existing function. The annual cost is estimated at \$154,000. However, the improved cash flow is expected to generate a one-time income of \$6-million over a three-year period. *Action Required: Executive.*

**462. Consolidate billing activities.**

Separate bills are sent to customers of the Northeast Ohio Regional Sewer District for water and sewer services. By combining this billing activity, the division could reduce its personnel and processing costs by an estimated \$126,100. *Action Required: Executive.*

**463. Improve water and electrical meter reading procedures.**

When a water meter is inaccessible, the reader makes an estimate of usage for billing purposes. This procedure could be improved by developing recording forms to serve as input to a computerized reading system. A check mark on the form would indicate inaccessibility and trigger a more accurate estimate from the computer, based on previous customer data. A similar approach should be used for electric meters to reduce the frequency of residential meter readings to six times a year. The annual saving due to decreased staffing requirements would amount to \$85,000. *Action Required: Executive.*

**464. Produce final electric bills for all terminating accounts.**

Incorrect status information results in a failure to produce final bills for approximately 250 terminating accounts per year. Procedures should be implemented to ensure that the status is checked by the data entry clerk to eliminate this problem. The additional annual income is estimated at \$5,000. *Action Required: Executive.*

**465. Implement changes recommended to enhance internal controls.**

A 1978 study was conducted by a firm of independent auditors. The final report contained numerous recommendations to improve internal controls. No action has been taken. Therefore, a program should be initiated to implement these proposals. *Action Required: Executive.*

# Department of Community Development

This department is responsible for administering block grants from various sources to provide funding for community development programs in the Cleveland area. It also enforces the city's building and housing codes.

## Present Operations

As chief operating officer, the Director of Community Development manages a staff of 285. The fiscal 1979 budget totaled more than \$3-million, matched by a slightly smaller amount in federal funds. Operations are carried out by a central administrative staff of 55 which includes 52 federally subsidized positions and five divisions. The latter encompasses the Divisions of Building, Housing, Relocation and Property Management, Rehabilitation and Conservation and Redevelopment.

## Recommendations

The department was structured to administer the federal government's urban renewal program. This was supplanted by the block grant program in 1974. However, there has been no organizational restructuring to reflect the department's revised responsibilities. In addition, substantial opportunities exist for improving overall efficiency through various procedural and policy changes.

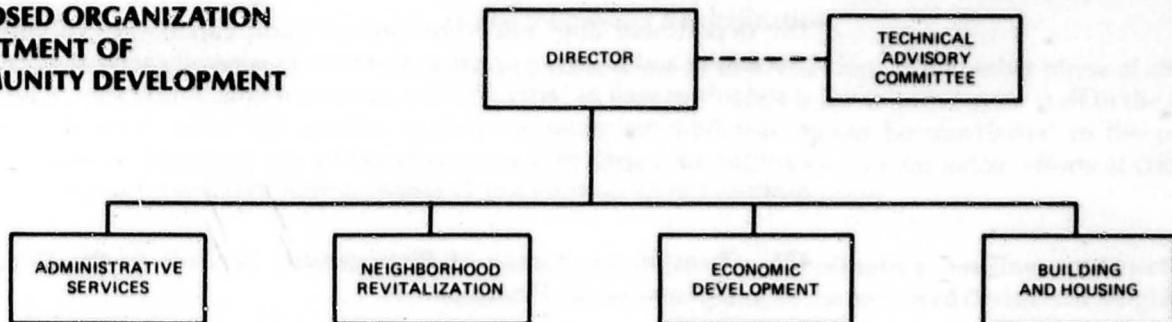
### **466. Restructure the Department of Community Development.**

The primary mission of this department is to administer block grants for community development. Over the past five years, it has distributed \$120-million in funding with \$44-million scheduled for the current year. To enable the department to carry out its responsibilities efficiently, the existing organization structure must be revised. At present, it encompasses five divisions: Building, Housing, Relocation and Property Management, Rehabilitation and Conservation and Redevelopment. All report to the Director of Community Development along with various administrative service functions. The resulting span of control is unwieldy and hampers operational effectiveness.

As illustrated by the chart shown to the right, the department should be restructured into four divisions with a Technical Advisory Committee formed to assist the director. The proposed committee is described in a subsequent recommendation. The four divisions would include:

- **Administrative Services:** This unit would consolidate all of the central staff functions which now report separately to the director. It would supply financial, legal, administrative and clerical support services to the other divisions plus monitor the legal and financial aspects of their activities and handle public information services.
- **Neighborhood Revitalization:** This division would be responsible for fund acquisition and program planning related to neighborhood preservation and revitalization. It would also encompass community participation functions. The new unit would replace the Division of Rehabilitation and Conservation and the Division of Relocation and Property Management.

**PROPOSED ORGANIZATION  
DEPARTMENT OF  
COMMUNITY DEVELOPMENT**



- **Economic Development:** This division would provide a focal point for the city's industrial and commercial development functions. It would be formed by consolidating the Division of Redevelopment with the Division of Economic Development now in the Department of Human Resources.
- **Building and Housing:** The proposed unit would merge the overlapping functions now assigned to the Divisions of Building and Housing. It would also absorb the Bureau of Demolition in the Division of Redevelopment to consolidate the city's inspection, condemnation and demolition responsibilities.

Based on current operating costs, implementation of this proposal would result in an estimated annual saving of \$293,300 for the departments. *Action Required: Executive.*

**467. Form an internal operating committee.**

It is difficult to coordinate department activities because there is no central policymaking group. To correct this situation, an internal operating committee should be formed consisting of the director and the heads of the four proposed divisions. *Action Required: Executive.*

**468. Create a Technical Advisory Committee.**

Since the department is responsible for Cleveland's community development activities, it should formulate short- and long-range plans with the assistance of appropriate city leaders. A Technical Advisory Committee should be appointed from the private sector to fulfill this function. Members should include representatives from housing assistance agencies, minority and ethnic groups as well as local development corporations. *Action Required: Executive.*

**469. Establish a personnel function in the proposed Division of Administrative Services.**

The current personnel function consists primarily of recordkeeping. The department requires a more extensive approach which would encompass recruiting, wage and salary administration, employee relations, training and career development. The proposed function would operate in conformance with policies and procedures established by the Office of Personnel. A staff of two should be assigned to these activities in the proposed Division of Administrative Services. *Action Required: Executive.*

**470. Create an internal audit function in Administrative Services.**

The department does not have internal audit capabilities to ensure that procedural and financial practices conform to generally accepted accounting standards as well as federal funding requirements. A unit should be created within Administrative Services to address this need. It would operate in conformance with policies developed by the proposed Bureau of Internal Audit in the Department of Finance. *Action Required: Executive.*

**471. Transfer the Bureau of Photographic Services to the Department of Community Development.**

This bureau, which is part of the Department of Finance, provides most of its services to the Department of Community Development in connection with buildings to be rehabilitated or demolished. Therefore, it would improve operational control to transfer the unit into the Department of Community Development.

To enhance service capabilities, the laboratory should be moved to a larger area and upgraded equipment purchased. These changes would permit one person to handle administrative and laboratory functions, eliminating one photographer's position. The one-time cost is estimated at \$83,000 while the annual saving would amount to \$21,200. Also, the practice of developing prints from contact sheets should be modified so enlargements are only made when needed to document a decision. In most cases, the contact sheet would be the only permanent record required. *Action Required: Executive.*

**472. Establish three bureaus in the proposed Division of Neighborhood Revitalization.**

The proposed Division of Neighborhood Revitalization would be responsible for fund acquisition and program planning related to neighborhood preservation and revitalization. To accomplish its objectives, the following bureaus should be established in the division:

- **Citizen Participation:** One of the requirements for block grants is the development of written citizen participation plans. This unit would be responsible for providing necessary technical assistance in formulating proposals and identifying goals.
- **Planning and Funding:** All planning activities related to neighborhood revitalization should be consolidated within this bureau. Proposal development and fund acquisition including application preparation would be major responsibilities.
- **Program Implementation:** To consolidate neighborhood implementation efforts, this bureau would be assigned responsibility for four functions: housing assistance, redevelopment aid, public properties and service improvements as well as relocation activities.

Qualified bureau chiefs should be selected to head these units. Their first priority would be to develop effective work programs and staffing plans for the areas under their control. *Action Required: Executive.*

**473. Transfer the site improvement function to the proposed Division of Neighborhood Revitalization.**

Park and playground construction, road repairs and other physical alterations to public properties are handled by a site improvement staff in the Division of Redevelopment. This function should be transferred to the proposed Division of Neighborhood Revitalization to consolidate efforts at community enhancement. *Action Required: Executive.*

**474. Assign responsibility for coordinating housing construction and rehabilitation special grants to the proposed Division of Neighborhood Revitalization.**

One individual in the Division of Redevelopment is responsible for coordinating housing construction and rehabilitation monies received under special federal grants. This position should be transferred to the proposed Division of Neighborhood Revitalization since it impacts directly on the proposed unit's mission. *Action Required: Executive.*

**475. Appoint a records retention committee to develop documentation policies and procedures.**

Current record maintenance activities are characterized by haphazard procedures, filing backlogs and poor security. An internal records retention committee should be established to work in cooperation with the previously proposed citywide records review group. The committee would be responsible for formulating appropriate documentation, record maintenance and disposal procedures. *Action Required: Executive.*

**476. Appoint an advisory committee to assist the proposed Division of Building and Housing.**

Planning and program implementation activities in this division could be substantially enhanced with appropriate private sector assistance. To accomplish this, a seven-member technical advisory committee should be created, utilizing representatives from trade and professional associations, general contracting firms, engineering specialists, building trades unions and the fields of land use and housing law. Primary responsibilities would encompass reviews of proposed code changes and consulting advice related to the members' respective areas of expertise. *Action Required: Council.*

**477. Realign third-party monitoring activities.**

The staff currently monitors and evaluates projects administered by public and private contracting agencies. However, no guidelines exist which conform to federal regulations for identifying quantitative and quality factors in order to provide consistent performance measurements.

To meet this need, the staff supervisor should prepare a procedures manual, outlining evaluation criteria. In addition, responsibility for environmental impact studies and scope-of-services reports should be reassigned to the proposed Division of Neighborhood Revitalization. The current support staff could then consolidate its compliance monitoring and evaluation functions. The reduced work load would make it possible to eliminate three positions. An annual saving has already been claimed. *Action Required: Executive.*

**484. Review file storage and office equipment requirements.**

At present, department filing procedures and equipment result in inefficient storage and retrieval of information. An internal study should be undertaken to identify retention needs, dispose of unnecessary papers and provide appropriate equipment to ensure efficient filing operations. *Action Required: Executive.*

**485. Improve department space utilization.**

A review indicates substantial inefficiencies in the department's use of office space. Based on industry utilization standards, it would be possible to consolidate personnel now in the Rockwell and Davenport offices by relocating them to city hall. Implementation would result in an annual saving of \$55,800 in federal grant monies plus an additional annual income of \$110,000 paid to the city instead of private owners. *Action Required: Executive.*

**486. Establish a central reference file on all city-owned properties.**

There is no centralized source of information on city-owned properties. A recommendation has been made to establish a comprehensive data base within the Department of Public Properties. Information on holdings managed by the Department of Community Development should be included in this inventory. *Action Required: Executive.*

**487. Improve procedures for field visits by relocation claim agents.**

Department representatives now make field visits to handle relocation claims. In some instances, their personal safety is a serious problem. Therefore, agents should be given the authority to decide whether a situation requires an on-site visit, subject to supervisory approval. Where necessary, a team of agents should make the contact. *Action Required: Executive.*

**488. Publish a monthly report on block grant expenditures.**

The department has been asked to provide the federal government with cash expenditure projections for fiscal 1980 and 1981. To accomplish this, monthly reports should be generated to identify block grant expenditures versus allocations. The information should then be circulated to appropriate department personnel. *Action Required: Executive.*

**489. Improve processing of housing rehabilitation projects.**

Procedural bottlenecks hamper the timely completion of housing rehabilitation programs. A study should be undertaken to revise staffing levels and work assignments so present case loads can be increased from 30 to 75 per month. Qualified private sector aid has already been offered to complete this review.

In addition, on-going private sector assistance should be solicited from individuals and neighborhood groups to augment the help received from lending institutions in administering the department's 3% Loan-Grant Program. *Action Required: Executive.*

**490. Obtain additional housing assistance funding from local financing groups.**

The city has made no effort to use private funding in connection with the 3% Loan-Grant Program. Steps should be taken to involve private lenders in housing assistance projects. *Action Required: Executive.*

**496. Improve the current working environment.**

A poor physical environment can have a substantial impact in terms of reducing employee productivity. Given the condition of current offices, a complete renovation of walls and ceilings should be scheduled for the area which will house the proposed Division of Building and Housing. This renovation is necessary to eliminate current violations of the city's building code. *Action Required: Executive.*

**497. Adjust building and housing fees to reflect service costs.**

The fee schedules used by the Divisions of Building and Housing have not been increased since 1971. As a result, revenues no longer cover the costs of supplying service. A brief review indicates that appropriate changes should provide additional annual income of approximately \$253,000. *Action Required: Executive.*

**498. Publish a procedures manual for inspection activities.**

Variations in work routines result in inconsistent inspection functions and documentation. A comprehensive procedures manual should be developed to describe established policies and inspection techniques. *Action Required: Executive.*

**499. Establish procedures for handling legal matters in cooperation with the Department of Law.**

There is a backlog of code enforcement cases estimated at six months. Procedures should be developed in cooperation with the Department of Law to ensure effective compliance enforcement including prosecution where necessary. *Action Required: Executive.*

**500. Expedite the microfilming program.**

The city spent \$134,000 in 1979 to purchase microfilming equipment. However, appropriate quarters and staff have not been provided to expedite the transfer of data to microfilm. This should be done immediately in conjunction with the Division of Printing and Reproduction. Completing work on files maintained by the Division of Building will require a one-time expenditure estimated at \$156,100. *Action Required: Executive.*

**501. Provide paging equipment for field personnel.**

Division personnel have no means for contacting field staff during the day even in emergencies. These employees should be equipped with pagers to correct this situation. The one-time cost is estimated at \$3,400. *Action Required: Executive.*

**502. Use word processing equipment to expedite clerical work.**

Much of the manual typing currently being done could be handled more efficiently on word processing equipment. An internal study should be conducted to determine related cost/benefit factors. *Action Required: Executive.*

**503. Stagger renewal dates for registration certificates.**

By using standard renewal dates, the division is faced with a substantial work load during the early months of each year. A better processing flow can be achieved by renewing registration certificates on a staggered, monthly basis. *Action Required: Council.*

**504. Establish an internship program for potential inspectors.**

Building inspectors must have expertise in a number of areas to carry out their duties effectively. To ensure a steady flow of qualified new employees, an internship program, leading to an associate degree, should be established in cooperation with local schools. *Action Required: Executive.*

**505. Maintain a master list of occupancy certificates.**

To improve compliance activities, the proposed Division of Building and Housing should generate and maintain a master list of occupancy certificates. This would provide data on new applicants, current permit holders and delinquencies. *Action Required: Executive.*

**506. Expedite deposits of division revenues.**

Because payments for various certificates or permits are accepted before the document is issued, receipts may not be deposited immediately. This procedure should be changed to require daily transmittal as a means of increasing interest earnings. *Action Required: Executive.*

**507. Provide private interview areas for confidential discussions.**

Many people must come to the Divisions of Building and Housing to discuss code violations and other confidential matters. Therefore, the office layout should be modified to provide private interview areas for such meetings. *Action Required: Executive.*

## Board of Building Standards and Appeals

The board approves or disapproves materials, types of construction, appliances and other items governed by the city's building code. It also hears appeals on matters pertaining to building, fire, housing and air pollution requirements.

### Present Operations

The board is comprised of five members, appointed for staggered five-year terms by the Mayor. Operating activities are supervised by a Personnel Administrator with the assistance of a secretary. The fiscal 1979 budget amounted to \$85,500 while receipts totaled slightly more than \$2,000. The present board consists of a professional architect, a structural engineer, a mechanical engineer specializing in building equipment, a builder and a member of the city's organized labor unions. A chairman is designated annually by the Mayor. Meetings are held weekly with an average of 250 appeals processed each year. At present, there are some 20 open cases to be heard.

### Recommendations

In general, the board is functioning effectively. However, the current building code should be revised and service fee schedules updated.

**508. Update the city's building code.**

The statutes which govern building activities in Cleveland have not been updated since 1952. Sections on plumbing materials are particularly out-

dated since they refer to materials no longer in general use. Therefore, the board should undertake a comprehensive revision of the code, submitting its recommendations for approval by the Mayor and the City Council once public hearings on the proposed changes have been concluded. *Action Required: Executive.*

**509. Modify the hearing schedule.**

Board hearings are now scheduled on a weekly basis with an average of five appeals processed during each one. By increasing the case load to 10, hearings could be scheduled bi-weekly. Based on current expenditures, this would provide an annual saving of \$16,400. *Action Required: Executive.*

**510. Increase the per diems paid alternate board members.**

The city charter makes provision for the appointment of five alternate board positions. Regular members are paid per diems of \$125, but alternates receive only \$35, making the posts difficult to fill. Since funding is included in the budget, the fee should be increased to \$125 for alternates. *Action Required: Council.*

**511. Revise the fee schedule.**

The fee structure for board appeals was established in 1963. It should be revised to reflect actual service costs. The additional annual income is estimated at \$5,000 based on the current volume of cases heard. *Action Required: Council.*

## **City Planning Commission**

This commission is responsible for developing improvement plans for the Cleveland area. Each year, it must present an annual capital improvements budget and an updated five-year program for consideration by the Mayor. It also makes recommendations with respect to actions which would affect improvement plans before they become legally binding upon the city.

### **Present Operations**

The City Planning Commission consists of six members, serving staggered six-year terms. One individual is selected from the City Council and the remainder are appointed by the Mayor. The commission has a support staff of 22. The fiscal 1979 budget amounted to slightly over \$590,000. Activities are carried out in cooperation with four committees: the Coordinating Board, the Advisory Committee, the Fine Arts Advisory Committee and the Zoning Committee. A Planning Director and support staff also report to the head of the commission. Candidates for this position are selected by the commission, but the final decision rests with the Mayor. The City Planning Commission also serves as Cleveland's representative on the Regional Planning Commission.

### **Recommendations**

Current vacancies in the post of Planning Director as well as on the commission have affected this agency's ability to fulfill its mandate effectively. Improved communications are also needed between the commission and the Mayor.

**512. Establish appropriate requirements for the position of Planning Director.**

The position of Planning Director has been vacant since November 1979. It is a key post with substantial impact on the effectiveness of commission activities. To ensure appropriate expertise in the next incumbent, criteria should be established for the job. These should emphasize broad technical planning experience as well as proven administrative competence. *Action Required: Executive.*

**513. Appoint a qualified individual to fill the vacant commission post.**

One of the commission's seven memberships is currently vacant. A list of at least three candidates with proven expertise in planning and a broad knowledge of municipal needs should be submitted to the Mayor for his review. *Action Required: Executive.*

**514. Eliminate compensation to commission members.**

Commission members are paid \$6,800 annually, a policy which was instituted in 1976. This has had a negative effect by creating what could be considered paid, patronage positions in city government. The policy should be rescinded so members would serve without compensation. The annual saving would amount to \$40,800. *Action Required: Council.*

**515. Do not consolidate the commission with the Department of Community Development.**

Some interest has been expressed in merging the commission in some way with the Department of Community Development. While they both have a mission to improve the city's physical facilities, the commission's mandate is to address future requirements while the department must concentrate on obtaining available grants for current programs. The two should not be merged since this could have a negative effect on long-range planning efforts. *Action Required: Executive.*

**516. Make the commission meet its responsibilities by establishing improved communications with the Mayor.**

The Mayor must be able to utilize the skills of the commission, its Planning Director and staff to test innovative plans for Cleveland's development. In addition, the commission must have the backing of the chief executive to effectively carry out programs as it interacts with other city agencies to develop short- and long-range projects.

To accomplish these objectives, the commission must fulfill its mandate to provide the Mayor with five-year capital spending programs as well as plans for rezoning and land use. The Planning Director should submit quarterly progress reports to the Mayor on proposed program activities. *Action Required: Executive.*

**517. Meet all provisions of the city charter governing commission activities.**

The city charter requires that the commission prepare an annual capital budget and an updated five-year plan for review by the Mayor each year. It further stipulates that committee programs be developed with the assistance of a Coordinating Board and an Advisory Committee. The mandated budgets have not been prepared since 1976 while no board or committee has been formed for at least 10 years. The Mayor should insist that these requirements be fulfilled. *Action Required: Executive.*

# Zoning Board of Appeals

This board hears all appeals of zoning decisions made by city officials. Activities encompass refusals, grantings and revocations of required permits.

## Present Operations

The board consists of five members, supported by an administrative staff of six persons. The fiscal 1979 budget amounted to just under \$162,000. During 1979, some 400 cases were heard by the board while 310 new requests were filed.

## Recommendations

The board is functioning with admirable efficiency. However, a review of existing zoning regulations and permit fees is needed.

### **518. Update city zoning regulations.**

A number of cases appearing before the board indicate the need to review and revise existing zoning ordinances. A study should be undertaken by a City Council appointed committee in cooperation with the board to update these regulations. *Action Required: Council.*

### **519. Eliminate the backlog of board minutes.**

The administrative staff must maintain minutes of the board's weekly meetings. One of the stenographers should be assigned this function to eliminate the backlog which has developed. This would make appropriate documentation of activities available for reference. *Action Required: Executive.*

### **520. Consider revising fee schedules.**

The \$10 fee for filing zoning or other appeals does not cover current administrative costs. A study should be undertaken to establish an equitable schedule of charges. A slight increase could provide additional annual income estimated at \$1,700. *Action Required: Council.*

# Department of Public Properties

This department supervises and controls the administration of various types of city properties, facilities and services. It is also responsible for the telephone network which serves city agencies.

## Present Operations

The Director of Public Properties, as chief operating officer, supervises a work force comprised of 426 city-budgeted positions and 398 federally subsidized employees. The fiscal 1979 budget amounted to nearly \$9.8-million. At present, the department consists of a central administrative organization of five persons, the Bureau of City Hall Building and Telephone Exchange plus eight divisions. The divisions, as described in subsequent reports, include: Parks; Recreation; Markets, Weights and Measures; Maintenance; Shade Trees; Design and Construction; Cemetery Maintenance; and Public Auditorium.

## Recommendations

The department's organization structure makes it difficult to manage and control the diverse functions assigned to the various divisions. Property administration procedures are antiquated and require substantial improvement.

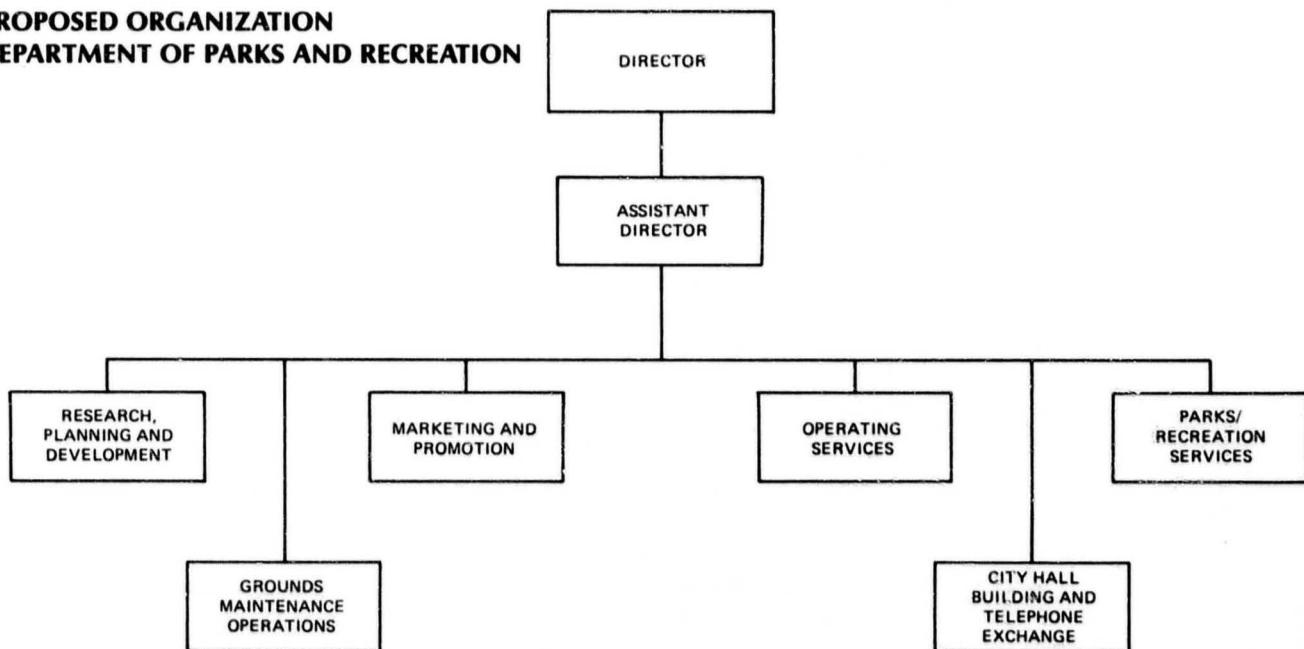
### 521. Reorganize the Department of Public Properties as the Department of Parks and Recreation.

This department is not structured to carry out the diverse activities under its jurisdiction. Even the name is a misnomer since many of the city's properties are under the control of other agencies. The current organization consists of a central administrative staff, eight divisions -- Parks; Recreation; Markets, Weights and Measures; Maintenance; Shade Trees; Design and Construction; Cemetery Maintenance; and Public Auditorium -- plus the Bureau of City Hall Building and Telephone Exchange.

As illustrated by the chart shown below, the department should be restructured and retitled the Department of Parks and Recreation to reflect its primary responsibilities. A position of Assistant Director would be added to assume responsibility for day-to-day operations. In addition, the director's administrative staff would increase from five persons to seven. They would include an office manager, budget analyst, payroll clerk, personnel clerk, grants clerk and two secretaries. The existing line organization would be reduced from eight divisions to five plus the current Bureau of City Hall Building and Telephone Exchange. The five new divisions would be:

- Research, Planning and Development: This unit would provide long-range planning capabilities as well as grant research and application expertise for the department. It would also interface with other city, state and federal agencies to identify needs and design service programs. A portion of the required personnel would be drawn from the existing Divisions of Recreation and Design and Construction.

#### PROPOSED ORGANIZATION DEPARTMENT OF PARKS AND RECREATION



- **Marketing and Promotion:** This division would handle all marketing research and program/facilities promotions for the West Side Markets in Markets, Weights and Measures as well as the Public Auditorium, assisting in the development of new services as required. Staff would have to be recruited from outside the department. The weights and measures function should be upgraded or transferred to the county as described elsewhere.
- **Operating Services:** Responsibilities of this unit would encompass new project planning and construction as well as day-to-day maintenance of department buildings and equipment. It would replace the current Division of Design and Construction. The Division of Maintenance would become a Bureau of Maintenance in Operating Services. A second bureau—Equipment Maintenance—would consolidate activities now carried out by the Divisions of Maintenance, Cemetery Maintenance, Parks and Shade Trees, eliminating the position of Commissioner of Cemetery Maintenance. Warehouse and supply operations would be assigned to a Bureau of General Stores.
- **Parks/Recreation Services:** This unit would absorb the bulk of the responsibilities now assigned to the Division of Recreation, utilizing the same personnel.
- **Grounds Maintenance Operations:** All grounds maintenance work formerly done by the Divisions of Parks, Recreation, Cemetery Maintenance and Design and Construction would be handled by this new division. The Division of Shade Trees would become one of its bureaus.

Department policies should be established by a steering committee composed of the Director of Parks and Recreation, Assistant Director, Commissioner of Research, Planning and Development, and Commissioner of Marketing and Promotion. Implementation of the proposed organization structure would reduce personnel requirements by 136 positions for a net annual saving of about \$1.4-million. *Action Required: Executive.*

**522. Transfer the saw mill to the Division of Shade Trees.**

The Division of Maintenance is responsible for the city's saw mill, but does not have the staff to operate it. Personnel from the Division of Shade Trees could handle the necessary activities during inclement weather and other slow periods. Therefore, responsibility for the saw mill should be assigned to the Division of Shade Trees to increase the facility's utilization. *Action Required: Executive.*

**523. Form a City Land Commission and a city-owned land corporation to hold, manage and dispose of city property.**

Cleveland owns substantial amounts of land which are not producing income or being utilized to supply services. A City Land Commission is needed to develop a retention and disposition schedule for all public properties. A city-owned land corporate entity should also be formed to execute commission programs with the objective of converting unproductive holdings into income-generating resources for the city. Commission members should include the Mayor, Clerk of Council and Director of Law. *Action Required: Council.*

**524. Form a Bureau of Public Properties to improve the control and use of city property records.**

City property records are maintained as a staff function in the Department of Public Properties. The system used is incomplete, inaccurate and cumbersome. For the most part, it consists of ledgers containing legal descriptions of the properties along with any special contract provisions which may exist.

The importance of these records should be recognized by forming a new Bureau of Public Properties in the Department of Public Properties. The bureau chief would also be secretary to the City Land Commission, as recommended elsewhere. The commission would be responsible for controlling the use of public properties, coordinating leasing activities and ensuring optimum utilization of city-owned facilities. Required staff would be transferred from other areas in the Department of Public Properties with the exception of a receptionist's position. Elimination of this post would provide an annual saving of approximately \$12,000. *Action Required: Executive.*

**525. Assemble a centralized data base on all city-owned properties.**

There is no up-to-date record of city properties for use by departments such as Community Development, Public Utilities and Public Properties charged with managing these resources. As recommended elsewhere, action should be taken immediately to assemble an accurate inventory of city-owned lands and buildings. When completed, this function should be transferred to the proposed Bureau of Public Properties and computerized. The one-time cost is estimated at \$20,000. However, the potential for reducing the city's tax bill through better property management could result in an annual saving of about \$22,000 or 1% of current expenditures. *Action Required: Executive.*

**526. Implement a consolidated accounts receivable/billing system.**

The Department of Public Properties leases 38 pieces of property to various individuals, private concerns and city agencies. All of the billing and record-keeping is done manually. A consolidated "tenants account billing system" should be established in the Division of Accounts to ensure appropriate control of the city's accounts receivable. Implementation would also reduce the clerical work load in the Department of Public Properties. *Action Required: Executive.*

**527. Revise procedures for sales of public properties.**

Four different committees in the City Council must grant approval before public properties can be sold. To streamline the existing system, review responsibilities should be vested solely in the Board of Control with subsequent processing steps reduced from 41 to 20. In addition to the board, property sales would require action from the City Council, Department of Law, Division of Purchases and Supplies and the Mayor. Related records would be maintained by the Division of Accounts and Department of Public Properties. *Action Required: Executive.*

**528. Examine the sales contract for Sunny Acres.**

Sunny Acres was deeded to Cuyahoga County in the 1940s. However, the contract may reserve some reversionary rights to the city. Since its present market value is estimated at \$5.4-million, the Department of Law should study the sales contract to determine if these rights are exercisable. *Action Required: Executive.*

**529. Assign responsibility for gas and oil well leases to the proposed city-owned land corporation.**

There is no agency in the city which has responsibility for monitoring and administering gas and oil leases granted to developers. This duty should be assigned to the proposed corporation as the operational arm of a city land commission. One of its first priorities should be to work with the Department of Law to perfect the lease on city properties in Warrensville. *Action Required: Executive.*

**530. Establish a land use policy for the Highland Park golf course.**

Some conflict exists regarding possible expansion of the Highland Park Cemetery through use of land now operated as a golf course. The Director of Public Properties should review the arguments on both sides and make the final decision. *Action Required: Executive.*

**531. Develop a standard management reporting system.**

There is no formal system to provide the Director of Public Properties with comprehensive management reports. One should be instituted to ensure that the director is kept informed about division activities, progress and problems. *Action Required: Executive.*

**532. Provide a staff for participation in federal grant programs.**

Federal grants could be available to Cleveland under the Urban Park and Recreation Recovery Program. However, a sufficient staff must be assigned to prepare the necessary plans by September 1980. Once the proposed department reorganization is implemented, such responsibilities would be vested in the proposed Division of Research, Planning and Development. *Action Required: Executive.*

## Division of Parks

The primary mission of this division is to maintain all public parks, playgrounds and cultural gardens in the city. Responsibilities also include greenhouses, repair shops and median strips on public roadways.

As chief operating officer, the Commissioner of Parks supervises a full-time staff of 221 including 180 federally funded positions plus an additional complement of 70 seasonal employees. The fiscal 1979 budget amounted to nearly \$1.7-million. Division responsibilities encompass about 253 parks, playgrounds, ball diamonds and cultural gardens. Field personnel work from 13 permanent and five temporary stations. A vehicle repair shop is located at the Gordon Park Station. Equipment repair facilities and a warehouse are located at the Harvard Yard Station.

### Recommendations

Various operational changes are needed to ensure more effective use of personnel resources. Equipment inventories and appropriate capital investments are also required to enable the division to meet its responsibilities efficiently.

**533. Determine staffing requirements for permanent, part-time and contract employees.**

The division has no formal methods for forecasting staffing requirements and ensuring effective performance levels from its personnel. In many instances, peak staffing levels are maintained year-round despite the seasonal nature of actual work requirements.

To remedy this situation, the division should develop a computerized Park Maintenance Management System (PMMS) to establish work standards and personnel requirements for permanent, part-time and contract employees. The one-time cost is estimated at \$11,000 in local funds while on-going operations would require an annual expenditure of \$22,000. However, based on comparable park operations in other cities, the division should be able to reduce its current staff by an estimated 70 positions for an annual saving of nearly \$973,000 in federal funds. *Action Required: Executive.*

**534. Obtain teachers to supervise summer students.**

During the summer, the division hires between 100 and 300 students to supplement its permanent staff. The program is federally funded and jointly administered by the division and the Board of Education. Previously, the board supplied teachers to supervise program participants. Ceasing this practice has substantially decreased the productivity of summer personnel. Therefore, the necessary steps should be taken to obtain required supervisors from the Board of Education. *Action Required: Executive.*

**535. Centralize sick call notifications.**

Employees must notify the division within two hours of their starting time if they will be absent. At present, a foreman waits at each station for the first two hours of each shift to handle calls. By providing a centralized answering service in the commissioner's office, this lost time could be utilized more effectively. Obtaining the telephone equipment would require a one-time expenditure of \$300. *Action Required: Executive.*

**536. Use office personnel more productively.**

Two existing clerical positions do not have sufficient work volumes to justify full-time attention. To remedy this situation, one post should be eliminated while the other clerk should be utilized to help maintain storeroom inventory records and requisitions in addition to current duties. The annual saving would amount to \$13,900. *Action Required: Executive.*

**537. Buy leaf blowers, weed eaters and chain saws for each park station.**

The 10 major park stations have neither chain saws nor weed eaters while only six of them have leaf blowers. This substantially increases the labor required to remove dead tree limbs, leaves, weeds and other debris. Each station should be equipped with one chain saw, two leaf blowers and two weed eaters. Four backup leaf blowers should also be purchased. The one-time cost is estimated at \$10,800. *Action Required: Council.*

**538. Upgrade all mowing equipment.**

The division has about 60 hand-operated mowers, most in poor condition. They are not appropriate for the type of work done and require an excessive number of people to maintain open park areas. The existing equipment

should be scrapped and new specifications developed to obtain 20 heavy duty hand mowers and 12 rider models. Implementation will require a one-time expenditure of \$30,600. However, a staff reduction of 30 positions will result in an annual saving of about \$192,000. *Action Required: Executive.*

**539. Provide raingear for employees.**

Protective clothing is not provided so employees can continue to work during inclement weather. A one-time expenditure of \$5,000 and an annual budget of \$1,000 would be needed to rectify this deficiency. Each employee would be responsible for the clothing issued although items damaged because of job-related tasks would be replaced at division expense. *Action Required: Executive.*

**540. Maintain an inventory of all vehicles and equipment with values in excess of \$100.**

The division has no up-to-date list of the vehicles, equipment or tools assigned for its use. Such data are needed to forecast replacement needs and establish appropriate preventive maintenance schedules. A list should be generated for all items with a value in excess of \$100 showing location, age, replacement cost, condition, code number and life expectancy. *Action Required: Executive.*

**541. Establish a parts inventory at the Gordon Park repair shop.**

Two people are assigned to operate a repair shop at Gordon Park. However, lack of appropriate supplies often hinders them in completing tasks. A parts inventory should be established for a one-time expenditure of \$3,000 plus an annual allotment for replacements. *Action Required: Executive.*

**542. Encourage local businesses to "adopt a park."**

A number of small parks are located next to businesses which would be willing to provide the necessary labor to maintain them. This should be encouraged and formal procedures developed to implement the program. *Action Required: Council.*

## Division of Recreation

This division operates various types of recreational facilities for the citizens of Cleveland. It also conducts physical fitness and recreation programs during the summer.

As chief operating officer, the Commissioner of Recreation supervises 146 full-time employees plus 89 federally funded positions. This staff is supplemented in the summer by 425 temporary personnel. The fiscal 1979 budget amounted to nearly \$2.9-million. At present, the division operates 17 recreation centers, three skating rinks, two golf courses, two model airplane fields plus a fine arts and two cultural centers. Summer programs are offered at the recreation centers as well as 60 city playgrounds. Organizationally, the division consists of an administrative office and the following bureaus: Recreation Centers, Golf Courses, Summer Programs, Community Action, Cultural Arts, Organized Sports and Public Relations and Research.

## Recommendations

Division services suffer from lack of funding and progressively deteriorating facilities. Unless additional revenue sources are developed, action must be taken to eliminate programs or close centers in order to allocate available resources more effectively.

### **543. Use block grant funds to renovate recreation centers.**

Community development block grants totaling \$3.5-million were allocated for the renovation of parks and recreation centers during fiscal 1978 and 1979. However, only \$56,000 was actually spent because appropriate specifications and requests for quotes were not prepared when the funds became available. A total of \$6.9-million is available — including sums from the previous years — for fiscal 1981. If action is not taken, these monies could be reassigned to other areas.

To correct the growing deterioration of division facilities, a general ordinance should be prepared to contract with a qualified architect for renovation plans covering those centers now identified in the community development block grants. In applying for future grants, steps should be taken to improve coordination among the Divisions of Recreation, Parks and Design and Construction in the Department of Public Properties and the Division of Architecture in the Department of Public Service with respect to:

- Developing initial renovation requirements.
- Establishing project priorities.
- Providing timely cost estimates and specifications.
- Introducing required ordinances.
- Meeting project schedules.
- Identifying secondary priorities to take advantage of all available funds.

*Action Required: Council.*

### **544. Defer requests for capital investments until the division's operating budget is adjusted.**

Grant applications totaling \$3-million have been submitted for the construction of three new facilities during 1980. However, their operation would require an annual expenditure estimated at \$150,000 — a prohibitive amount considering the restrictions already placed on the division's revenues. Given this situation, requests for new facilities should be deferred. Instead, available grant funds should be directed to renovation projects until the division's operating budget can be appropriately increased. *Action Required: Executive.*

### **545. Conduct a comprehensive study of user requirements related to centers and parks.**

Cleveland must submit a Recovery Action Plan by October 1980 to secure an anticipated \$2.4-million annually over the next five years from the federal government. However, before such a plan is developed, a comprehensive survey of user requirements should be completed to ensure that proposed recreation facilities and programs will address community needs. The one-time cost is estimated at \$30,000. *Action Required: Executive.*

**546. Establish a maintenance control program in cooperation with the Division of Maintenance.**

To reverse the deterioration of the city's recreational facilities, a program should be undertaken in cooperation with the Division of Maintenance to ensure appropriate preventive maintenance and timely repair or renovation. It should encompass:

- Identification of problems, locations, causes, priorities and corrective actions required.
- Preparation of weekly reports on maintenance activities with appropriate reviews and schedule updatings by management personnel.
- Generation of required audit and accounting information.
- Implementation of periodic on-site inspections of facilities by management personnel from both divisions.

*Action Required: Executive.*

**547. Increase fees at Highland Park and Seneca.**

Compared to similar courses in the Cleveland area, Highland Park and Seneca charge extremely low green fees. In view of the operating deficit, they should be increased to more realistic levels. The annual income is estimated at \$135,000. *Action Required: Council.*

**548. Consider contracting for management services at Highland Park and Seneca.**

The city has two 36-hole golf courses: Highland Park and Seneca. Both facilities are in poor condition and show a yearly deficit. One option for improving this situation would be to contract with a qualified operator to run the courses. This should be considered if a long-term lease could be negotiated that would provide the contractor with an incentive to make necessary capital improvements and still return an equitable percentage of the annual revenues to the city. *Action Required: Council.*

**549. Hire a greenskeeper for Seneca.**

Seneca has not had a qualified greenskeeper since 1977. The resulting deterioration in the course has had a substantial impact on attendance. Based on former and current use levels, filling this position and upgrading the maintenance of the greens should produce an increase in net annual income of about \$33,000. *Action Required: Executive.*

**550. Establish an equipment replacement budget for Highland Park and Seneca.**

Except for a few small power mowers, relatively little equipment has been replaced at the courses during the previous 10 years. If these facilities are not leased to a private operator, a program of capital investment should be initiated to remedy current deficiencies. The annual cost is estimated at \$100,000. *Action Required: Executive.*

**551. Provide an inventory of custodial supplies at recreation centers.**

The recreation centers operated by the division do not have an adequate supply of custodial items and tools needed for minor upkeep and repair tasks. Providing the necessary inventory would require a one-time expenditure of \$10,000. *Action Required: Executive.*

**552. Establish a parts inventory for the golf course repair shops.**

Each of the city's golf courses has a repair shop to handle maintenance work on vehicles and specialized equipment. Neither has an adequate parts inventory resulting in equipment being out of service for months. A one-time expenditure of \$6,000 is necessary to provide required materials. *Action Required: Executive.*

**553. Sell the recreation center at Navy Park.**

This facility has been closed for about two years because building violations made it a major safety hazard. The City of Brooklyn has expressed an interest in purchasing the property. The one-time income would amount to \$310,000. *Action Required: Council.*

**554. Develop an appropriate fee schedule to help offset operating costs.**

Except for golf course fees and team charges to register for major sporting leagues, the Division of Recreation provides its services without cost to the citizens of Cleveland. However, severe budget restrictions — including a 62% reduction imposed in fiscal 1971 — have made this approach impractical if services are to be offered at an acceptable level. Based on comparisons with practices in other cities, the division should develop an appropriate fee schedule for the use of its facilities and participation in various programs. The estimated annual income should amount to at least \$754,000 based on current activity levels. *Action Required: Council.*

**555. Renegotiate the common facilities contract with the Board of Education.**

The division and the board have several contracts covering joint use of adjacent facilities. However, numerous inequities exist in these agreements. They should be renegotiated, with the assistance of the Department of Law, to solve problems such as the use of school gyms by division recreation centers. *Action Required: Executive.*

**556. Reopen the Halloran ice skating rink.**

Attendance at this rink normally generated \$35,000 to \$40,000 during a skating season. A one-time expenditure of \$23,000 will be required to replace existing compressors before the 1980/81 season. However, the net annual income to the city should be at least \$33,000 if the rink is reopened. *Action Required: Executive.*

## Division of Markets, Weights and Measures

This division controls and manages the public markets in the city. It also enforces municipal ordinances dealing with the use of weights and measures.

The Commissioner of Markets, Weights and Measures is the chief operating officer, supervising a staff of 25 including three federally subsidized employees. The fiscal 1979 budget amounted to nearly \$462,000. Organizationally, the division consists of two bureaus. The Bureau of West Side Market manages operations within a 30,000 square foot concourse which houses some 180 vendors' stands. The market is open four days a week and produces a rental revenue of about \$300,000 a year for the city. The Bureau of Weights and Measures is responsible for testing weighing and measurement devices as well as sampling weights in pre-packaged merchandise on a random basis.

## Recommendations

Although the Bureau of Weights and Measures is attempting to fulfill its mission, inadequate staff and equipment severely restrict its effectiveness. Improvements are needed with respect to the market function which now operates at a deficit.

### **557. Consider upgrading or transferring weights and measures inspections to the county.**

The Bureau of Weights and Measures operates at an annual deficit which cannot be fully recovered even by increased fees. In addition, a capital investment for testing equipment and vehicles is needed if compliance responsibilities are to be carried out effectively. Since the county already has an inspection function, consideration should be given to upgrading the city operation or transferring the responsibility to the county and eliminating the bureau. *Action Required: Council.*

### **558. Establish a new management position in the division.**

Whether the weights and measures function is upgraded or transferred to the county, the management responsibilities in the division are not sufficient to justify a full-time commissioner. Therefore, once the incumbent has retired, the existing position could be reclassified as a Manager of Markets to supervise the remaining Bureau of West Side Market. Implementation would provide a net annual saving of \$20,200. *Action Required: Executive.*

### **559. Acquire necessary equipment and reduce the field staff if the compliance function is retained.**

While the Bureau of Weights and Measures has a field staff of five, there are only two vehicles available for inspection trips. By purchasing one vehicle and two additional sets of test equipment, compliance activities could be carried out by the bureau supervisor, who uses his own car, and three field inspectors. The one-time cost is estimated at \$6,000. Elimination of two positions would provide an annual saving of \$30,000. *Action Required: Executive.*

### **560. Develop a long-range plan for market operations.**

The West Side Market is the cornerstone of the city's near west economic community. However, both the market and the Ohio City area it serves are underdeveloped and inadequately promoted. A committee should be selected to develop long-range plans for Ohio City and the public market. Representatives should be included from city agencies, the Ohio City Redevelopment Association, the Tenants Association and other groups with an interest in the area. The committee should work with a qualified developer to document five- and 10-year plans for an orderly enhancement of the city's near west side. *Action Required: Executive.*

**561. Eliminate operating deficits for the city's market function.**

The Bureau of Markets operates at an annual loss because revenues are not sufficient to cover on-going costs or preventive maintenance and capital improvement needs. The fiscal 1980 shortfall has been projected at about \$70,300. Fee schedules should be revised to provide sufficient annual income to eliminate this deficit. *Action Required: Executive.*

**562. Seek a tax exemption from the county for the market parking lot.**

The city must now pay property taxes on the parking lot it maintains for market patrons and tenants. To reduce annual operating costs, application for a tax exemption should be made to the county auditor. *Action Required: Executive.*

**563. Institute a capital improvement and preventive maintenance program for the markets.**

If the city's public market area is to continue operating, a capital improvement and preventive maintenance program must be undertaken. The one-time cost is estimated at \$222,000 while maintenance would require an annual expenditure of \$30,000. Proposed capital improvements would encompass installation of a security system, rebuilding the dry storage areas, upgrading sewage and plumbing facilities as well as the purchase of a snow blower. The existence of a security system would permit reassignment of second and third shift bureau personnel, eliminating two positions for a net saving of \$12,000 after subtracting the annual maintenance expenditure. *Action Required: Executive.*

**564. Install a compactor/garbage bin system at the market.**

The city now spends more than \$150,000 yearly to provide garbage collection services at the market. Installation of a compactor/garbage bin system would reduce refuse problems and decrease the number of pickups now required. Subtracting the estimated expense for the system, the net annual saving would amount to approximately \$70,000. *Action Required: Executive.*

**565. Revise division fee procedures if the compliance function is retained.**

The Bureau of Weights and Measures operates at an annual deficit of about \$103,000 despite the inspection fees collected by field personnel. While semi-annual inspection should continue, procedures should be revised to establish a licensing rather than an inspection fee for weighing and measuring devices. Charges should be comparable to those now in effect in other Ohio cities. The additional annual income is estimated at \$20,000. *Action Required: Executive.*

## Division of Maintenance

This division is responsible for maintenance and general upkeep in all city buildings and facilities except those under the control of the Departments of Public Utilities and Port Control.

The Superintendent of Maintenance, who functions as chief operating officer, directs a staff of 80 including 12 federally funded positions. The division's

fiscal 1979 budget amounted to slightly more than \$2.4-million. The organization was formed in 1978 to provide a labor pool of skilled craftsmen. Personnel and equipment are deployed to eight work sites from which crews are dispatched. Requests are received for corrective maintenance of heating systems, air conditioning units, plumbing or electrical installations and overhead garage doors. Other activities encompass carpentry, plastering, painting, masonry, sheet metal and cement work as well as roof repairs. Most work orders are transmitted verbally.

## Recommendations

Data are not available to evaluate the overall efficiency of the labor pool activity. However, both equipment and personnel utilization levels appear to be below normal industry standards.

### **566. Implement a maintenance planning and control system.**

Although some operational data are collected, reports are not generated to identify material and job costs, labor hours and other items needed to evaluate and improve labor pool efficiency. However, a brief evaluation indicates that performance levels are currently 25% to 50% below private industry norms. A maintenance management information system is being made available without cost by local industry to provide necessary planning and control mechanisms. The one-time costs associated with implementation are estimated at \$2,000. *Action Required: Executive.*

### **567. Establish appropriate charges for maintenance services.**

Under the current system, user departments pay only for materials and not the labor associated with maintenance requests. This results in a general lack of user concern regarding efficient utilization of labor pool resources. To remedy the situation, a chargeback system should be implemented so that complete cost data can be developed with respect to both materials and labor. *Action Required: Executive.*

### **568. Collect cost data for comparison with vendor prices.**

Some of the craftsmen in the labor pool are used to construct or fabricate replacement fixtures of various types required by city departments. Since no cost data are accumulated, it is impossible to analyze this approach in comparison with purchases from outside vendors. To ensure maximum cost-effectiveness, such information should be generated as the basis for future make-or-buy decisions. *Action Required: Executive.*

### **569. Provide necessary materials to complete assignments without delays.**

Parts or materials required for maintenance work are generally furnished by the requesting department. As a result, personnel from the labor pool may be assigned a task only to find the necessary supplies are unavailable. To remedy this situation, all materials required to complete a job must be shown on the work order and their availability ensured by the requesting department. Implementation will increase the efficient use of personnel resources and eliminate unnecessary rescheduling of assignments. *Action Required: Executive.*

### **570. Institute a preventive maintenance program.**

The majority of work assignments given the labor pool are corrective action requests, many of which are extremely costly to accomplish. A planned program of preventive maintenance could reduce the current incidence of

equipment breakdowns and facility repair requirements. The initial study to design an effective program, supplemented by an annual operating budget to achieve proposed objectives, will require a yearly expenditure estimated at \$15,000. *Action Required: Executive.*

**571. Provide appropriate training for maintenance craft foremen.**

A variety of technical seminars are available which have been designed to enhance the technical and managerial expertise of professional maintenance foremen. The benefits of such training are substantial in terms of improved labor performance and increased productivity. An annual budget of \$10,000 should be allocated to fund appropriate training for division foremen to keep them informed of new procedures and maintenance techniques. *Action Required: Executive.*

## Division of Shade Trees

This division plants and maintains trees along various city streets. It has similar responsibilities with respect to city-owned cemeteries, parks and golf courses.

As chief operating officer, the Commissioner of Shade Trees supervises a staff of 55 including 40 federally funded positions. The division's fiscal 1979 budget amounted to \$353,000. Field work is managed by a chief arborist while crews work from two locations under the supervision of district tree wardens. Personnel are responsible for planting and maintaining 100,000 trees. The division has its own equipment and vehicle repair shop.

### Recommendations

A reduced operating budget has resulted in some trimming and planting backlogs. Both short- and long-term equipment replacement are needed to enable division personnel to function effectively.

**572. Fund a 10-year capital investment program.**

The lack of funds for the replacement of specialized equipment has severely restricted the division's ability to provide service and has resulted in substantial backlogs of work in some areas. A 10-year capital investment program should be designed and funded to replace obsolete equipment. The annual cost has been estimated at approximately \$99,000. *Action Required: Executive.*

**573. Upgrade tree maintenance equipment.**

Obsolete equipment has resulted in inefficient use of personnel as well as a three-year backlog of trees which require trimming. To remedy this situation, the division should purchase two aerial lift trucks and three additional crew vehicles with dump bodies to replace nine existing pieces of equipment. It should also buy eight brush clippers, of which five would be replacement units. The one-time cost is estimated at \$234,000. However, the proposed equipment additions would eliminate double brush handling and enable the division to reduce current staffing by 10 positions for an annual saving of \$160,000 in federal funds. *Action Required: Executive.*

**574. Establish an appropriate parts inventory for the repair shop.**

The division employs two people to do repair work on its specialized equipment. However, the proper parts are seldom in stock, resulting in unnecessary downtime. An appropriate inventory should be established for a one-time expenditure of \$3,000. *Action Required: Executive.*

## Division of Design and Construction

The division is responsible for site planning and landscape development functions. Activities encompass parks, playgrounds, recreational areas, urban plazas, cemeteries, off-street parking facilities and other properties owned by the city.

As chief operating officer, the Commissioner of Design and Construction heads a staff of 16 which includes eight federally funded positions. The fiscal 1979 budget amounted to slightly more than \$225,000. Division personnel provides two types of service to the Department of Public Properties. Professional planning and design activities are supplied to the Divisions of Parks and Recreation in support of projects funded through state and federal grants. The other service involves the use of a construction crew to perform various assignments.

### Recommendations

The level of professional staffing in the division is not sufficient to meet the landscaping requirements of projects now under development by the department. In addition, the lack of sufficient operable equipment has substantially reduced the effectiveness of the field construction group.

**575. Eliminate the field construction group.**

Nine employees are used by the division to handle construction work not performed on a contract basis. However, only 10% of the group's time is spent on site preparation, construction and related activities. The majority of current work assignments involve park or cemetery maintenance and winter snow removal.

The functions now performed by the field construction group would be more appropriately assigned to divisions which have direct maintenance responsibilities. Since adequate staff exists in these units to absorb the additional work, the field construction group should be eliminated. Implementation would provide an annual saving of \$34,500 in city funds. *Action Required: Executive.*

**576. Revise the staffing budget to reflect planning and design work levels and funding resources.**

The division's fiscal 1979 budget includes a surveyor's position which has been funded, but vacant for a considerable period. In addition, the senior draftsman is being paid under the Comprehensive Employment Training Act instead of by the programs for which work is done.

To make more effective use of funding resources, survey work should be handled on a contract basis and charged to the projects involved. The senior draftsman should also be paid with project funds to take full advantage of available grants. Implementation will provide an annual saving of \$14,300 in city monies. *Action Required: Executive.*

**577. Dispose of surplus equipment.**

The division has a number of vehicles which are not required or are in need of repair. Once the field construction group is abolished, four pieces should be sold and the remainder made available for reassignment. Implementation should provide a one-time income of about \$10,400. *Action Required: Executive.*

**578. Terminate seeding contracts now in effect.**

About 100,000 square yards of city grounds must be seeded, fertilized and mulched on an annual basis. The work is handled on a contract basis although appropriate equipment is available in the department and seldom used. By reassigning this machinery to the Division of Design and Construction, the city will be able to dispense with currently contracted activities. Implementation will provide an annual saving of \$45,000 in federal funds. *Action Required: Executive.*

**579. Acquire a trench digger and trailer.**

Each year, the division must dig some 10,000 linear feet of trenches for laying pipe. The work is done under contract at a cost of \$5 per linear foot. By acquiring its own equipment, the division can save \$40,000 a year. The one-time cost is estimated at \$5,000 for a used trench digger and trailer. *Action Required: Executive.*

**580. Increase professional staff to meet project requirements.**

The division has a backlog of park and recreational site improvement projects in excess of \$4.2-million. Almost \$3-million will be provided under various grants without costs to the city. However, unless additional staff is available to complete the projects, this funding could be lost. Therefore, the division should hire three additional landscape architects on a two-year contracted basis. Implementation of this proposal will require a one-time expenditure of approximately \$122,600 in federal funds. *Action Required: Executive.*

## Division of Cemetery Maintenance

This division operates and maintains 11 burial grounds, one mausoleum and one crematory. Responsibilities include establishing prices for services and keeping records of activities.

A chief operating officer, Commissioner of Cemetery Maintenance directs a staff of 76 including 49 federally subsidized positions. The fiscal 1979 budget amounted to almost \$810,000. In addition to opening or closing grave sites and placing monuments, division employees perform grounds-keeping chores required to maintain landscaping at various cemeteries.

### Recommendations

The current staffing structure should be revised to ensure more effective use of personnel. The pricing structure is also in need of updating to reflect operating costs.

**581. Reorganize the work force at Highland Park.**

The staffing structure at this cemetery includes one supervisor who reports to a second supervisor and a mechanic/repairman who operates independently of the remaining work force of 25. This approach is inefficient and should be revised.

Under the proposed structure, two new positions of foreman would be established, reporting to a single supervisor. The work force would consist of nine maintenance workers, 14 laborers and the mechanic/repairman. The reduction in salary costs would provide a net annual saving of \$21,400. *Action Required: Executive.*

**582. Contract for grass trimming in the summer.**

The division work force is staffed for peak summer requirements including grass trimming. By contracting for this service, the full-time employment level could be reduced by 19 positions. Subtracting anticipated costs, the annual saving would amount to approximately \$186,000. *Action Required: Executive.*

**583. Revise the pricing schedule for services.**

The division operates at a deficit because service costs are not sufficient to offset expenditures. The shortfall in fiscal 1979 was nearly \$550,000. Therefore, rates should be raised in line with those charged by private cemeteries in the area. Implementation should provide additional annual income of at least \$550,000. *Action Required: Council.*

## Division of Public Auditorium

This division manages Cleveland's public auditorium and convention center. It contracts with persons wishing to lease these facilities in accordance with regulations established by the Board of Control and the City Council.

As chief operating officer, the Commissioner of Public Auditorium is responsible for marketing, operating and maintaining the public auditorium and convention center. The work force totals 42 while the fiscal 1979 budget amounted to nearly \$2.3-million. Major activities held in the facilities during 1979 included conventions and trade shows, public and theatrical events, meetings and sports contests. Revenues were also generated from concessions, hotel/motel taxes and parking fees.

### Recommendations

The present organization is not structured for effective management. Marketing efforts to gain increased convention business need to be improved while other opportunities should be explored more extensively to help offset operating costs.

**584. Realign functional responsibilities in the division**

The public auditorium and convention center operates at a loss because activities are not coordinated effectively between the division's marketing and operating functions. To improve this situation, responsibilities should be realigned into four areas, each headed by a qualified manager. They would include:

- Marketing: This area would be responsible for developing promotional programs to increase the utilization of division facilities through increased direct contact with potential clients for the services offered.
- Finance: Overall planning, budgeting and data processing activities would be concentrated in this area.
- Administration: Reporting, personnel and required support functions would be assigned here including contract administration duties.
- Public Auditorium Operations: Personnel in the area would handle facility operations including labor services and maintenance.

A marketing steering committee should also be formed to assist in developing promotional plans. Implementation would require the creation of four new management positions at an estimated annual cost of \$100,000. However, the potential for increased revenue is estimated at \$775,000 per year based on current receipts. *Action Required: Executive.*

**585. Implement a management reporting system.**

The division needs an effective management reporting system to provide operating and financial data to improve its planning capabilities. Such a system will be donated by industry. The one-time cost of implementation is estimated at \$12,000. The improvement in resource utilization should provide a net annual saving of \$311,000 based on current operating costs. *Action Required: Executive.*

**586. Establish guidelines for the provision of medical services at public events.**

There is no consistent policy for the provision of registered nurses to supply emergency medical attention at public events scheduled for the auditorium and convention center. The division should consult with the Department of Law to formulate appropriate guidelines and criteria. *Action Required: Executive.*

**587. Contract for maintenance of the division's mobile equipment.**

The division does not have the type of staff or parts inventories required for proper maintenance of its mobile equipment. This service should be obtained under contract from the Division of Motor Vehicle Maintenance in the Department of Public Service. *Action Required: Executive.*

**588. Establish pricing policies for the auditorium.**

No specific policy is in effect to enable establishment of an appropriate subsidy level for auditorium operations. Steps should be taken to develop a realistic pricing formula for the facility and its services. *Action Required: Executive.*

## Bureau of City Hall Building and Telephone Exchange

This bureau provides custodial and security services for city hall. It also operates the central telephone exchange for city agencies. As chief operating

officer, the Custodian of City Hall is responsible for a staff of 42 positions in the city budget and 17 federally subsidized employees. The fiscal 1979 budget amounted to almost \$1.6-million. The 60 employees are assigned in the following categories: five to general administration, 36 to custodial services, eight to security services, eight to the telephone exchange and three to operational supplies.

## Recommendations

This is a labor-intensive operation which requires more efficient use of personnel. Control over the city's telephone costs must also be improved.

### **589. Establish performance standards for custodial work.**

The cost of custodial work in city hall is excessive. A review of six comparable buildings showed an annual expenditure which averaged \$1.13 per square foot. Custodial costs in city hall run approximately \$1.77 per square foot.

To reduce this expenditure, all cleaning personnel should be assigned to the second shift to eliminate current interference with their work by city hall employees and the public. This would make it possible to terminate 13 federally subsidized positions. The annual saving would be approximately \$150,000 in federal funds. *Action Required: Executive.*

### **590. Revise staffing of the telephone exchange.**

Under the present schedule, seven full-time operators and one part-time employee work a total of 37 shifts per week on the switchboard. Adequate coverage could be provided by two full-time operators, working 10 shifts per week. The annual saving would amount to approximately \$60,000. *Action Required: Executive.*

### **591. Implement a program to control telephone costs.**

The city paid nearly \$1.7-million for telephone services in 1979. This cost could be substantially reduced through more effective management of the service network. A qualified individual should be hired to monitor agency requirements, establish equipment guidelines and implement programs to control or reduce costs. Based on industry experience, an effective management effort should provide a net annual saving of slightly more than \$287,000. *Action Required: Executive.*

### **592. Relocate records stored at city hall.**

A number of old records are kept on the fourth floor of city hall. Since this area is not served by sprinklers, such use represents a severe fire hazard. Those documents which must be retained should be removed to a more suitable location. *Action Required: Executive.*

### **593. Reactivate the renovation program for city hall.**

A program to repair and renovate city hall was halted in December 1978 because of Cleveland's financial problems. Estimates indicate a one-time expenditure of about \$3-million is needed to complete the work and prevent serious deterioration of this landmark building. Community block grant funds may be available to help finance the project. *Action Required: Executive.*

# Department of Port Control

This department operates Cleveland's Hopkins International and Burke Lakefront Airports. Responsibilities encompass planning, development and maintenance.

## Present Operations

As chief executive officer, the Director of Port Control supervises a staff of 267. The fiscal 1979 budget amounted to slightly more than \$26.3-million including nearly \$11.5-million for debt service on 1976 revenue bonds. The department consists of two divisions: Harbors and Municipal Airports. However, the Division of Harbors has not functioned for five years and has no staff.

Municipal Airports is responsible for the city's two airport facilities: Hopkins and Burke. Functional activities at Hopkins include operations; safety; vehicle, field, and building maintenance; terminal operations; public information; security; engineering; accounting; and personnel. Responsibilities at Burke are divided into three functional areas: operations, maintenance and safety.

## Recommendations

Department budgets are reviewed informally by the airlines which use the airport facilities before being submitted to the City Council. Comments from airlines and concessionaires indicate that Hopkins Airport is functioning effectively. However, department staffing levels are excessive and Burke consistently operates at a loss.

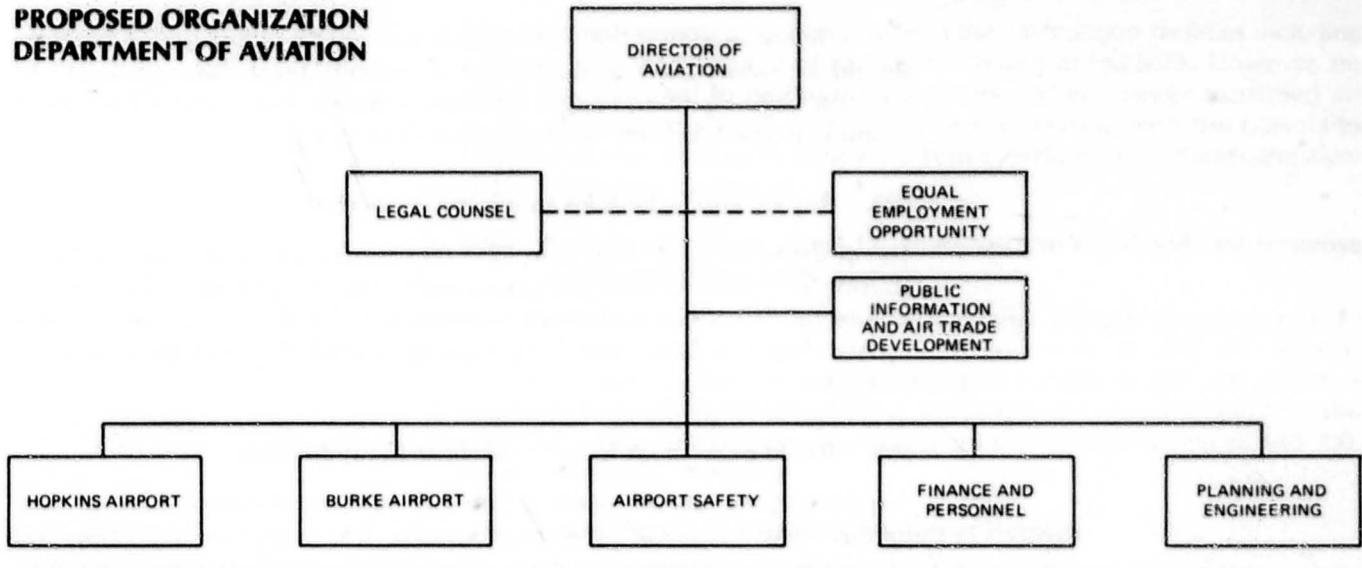
### **594. Retitle the Department of Port Control as the Department of Aviation and revise its organizational structure.**

The Department of Port Control no longer has responsibility for the city's water ports. However, it is still organized into a Division of Municipal Airports and an unstaffed Division of Harbors. The bulk of the department's activities are centered at Hopkins International Airport which is organized into 12 functional areas. All report to a commissioner who, in turn, reports to the Director of Port Control. A second commissioner is responsible for Burke Lakefront Airport.

To improve management effectiveness, the Division of Harbors should be eliminated and the department retitled to reflect its actual responsibilities. The recommended structure of the new Department of Aviation is shown by the chart on the right. Under this concept, two staff functions—Legal Counsel and Equal Employment Opportunity—would work with the Director of Aviation instead of the Commissioner of Hopkins International. An entirely new staff unit—Public Information and Air Trade Development—would also be created.

Hopkins and Burke would continue to report as line divisions to the director. However, three areas of support activities now duplicated at both would be consolidated as separate divisions. They would include Airport Safety, Finance and Personnel, and Planning and Engineering. This change will enable department management to coordinate activities for both airports on a more consistent basis. *Action Required: Charter.*

## PROPOSED ORGANIZATION DEPARTMENT OF AVIATION



### 595. Revise department staffing levels.

Based on a review of operating responsibilities and work levels, industry standards indicate the Department of Port Control is overstaffed by approximately 20%. The following revisions are proposed to improve overall personnel utilization:

- Reduce the field maintenance staff at Hopkins by seven positions.
- Transfer responsibility for bus service from the terminal managers to the vehicle maintenance area at Hopkins and eliminate six shuttle service positions.
- Terminate one position in the airport stockroom.
- Consolidate personnel duties under one person eliminating two existing support positions.
- Reduce the engineering staff by five employees to conform to actual work levels.

Implementation of these changes will ensure more cost-effective operations. The combined annual saving is estimated at nearly \$384,000. *Action Required: Executive.*

### 596. Decide the future of Burke Lakefront Airport.

The city now operates Burke at an annual deficit of \$1-million. Therefore, a study is needed to identify and evaluate alternatives to reduce this expenditure. One option would be to expand the facility to encourage increased air traffic and revenues. This possibility might include contracting operational responsibilities to a private company. A second alternative would be to close the facility and offer the land for commercial development. Both options should be thoroughly researched for review by the Mayor and City Council. *Action Required: Council.*

**597. Encourage construction of a new hangar at Burke.**

If it is determined that the operating deficit can be eliminated, a program should be undertaken to encourage a second "fixed base operator" to construct and maintain hangar facilities at Burke. This could attract more business to the lakefront facility. *Action Required: Executive.*

**598. Revise work schedules to minimize overtime.**

The department paid more than \$217,000 in overtime to provide weekend staffing in its maintenance and garage operations. Staggered work schedules should be developed to include weekends and reduce overtime requirements. The annual saving is estimated at \$165,000. *Action Required: Executive.*

**599. Rebid parking lot leases to include fiscal controls.**

Airport parking lots are operated by a private company for a fee of one-half of 1% of the gross revenues generated. The current contract does not provide for management controls which would enable the department to monitor related fiscal activities effectively.

To remedy this situation, the contract should be rebid to include formal approvals of annual operating budgets by the proposed Director of Aviation. In addition, the facilities manager would be required to provide detailed documentation on all expense items when submitting monthly invoices. Unscheduled audits should be conducted periodically to verify financial information. *Action Required: Executive.*

**600. Appoint a contract administrator to monitor agreements with concessionaires.**

Concession revenues for 1980 are projected at approximately \$7.4-million for the city's airports. To ensure effective fiscal monitoring of existing agreements, a qualified individual should be selected to act as a contract administrator. This person would review concession activities — including revenue documentation — and periodically conduct unscheduled audits of these operations. *Action Required: Executive.*

**601. Finalize current contract negotiations.**

A number of leases have expired and must be renewed. However, negotiations are still pending for various reasons. Steps should be taken to finalize agreements so revenue generation will be expedited at the airports. *Action Required: Executive.*

**602. Consider contracting for security services at Burke and Hopkins Airports.**

The city assigns a 68-person airport police detail to provide security at Hopkins and Burke. The annual cost is almost \$2-million. Consideration should be given to contracting for this service in order to reduce overall expenditures. If this is not found to be feasible, the staffing assignment should be reduced to 50 to conform to actual work levels. Implementation of this change would provide an annual saving estimated at \$471,000. *Action Required: Executive.*

**603. Use available resources to promote the city's airports.**

Several improvements have been made to the city's airport facilities including a \$56-million renovation and expansion project at Hopkins. However, no funds are allocated to promote the airports and encourage expanded air traffic. A program should be initiated in cooperation with the Cleveland Growth Association to participate in its "New Cleveland" advertising campaign. *Action Required: Executive.*

**604. Provide suitable quarters for emergency medical and fast response squad operations at the airport.**

The fire house facility at Hopkins is not large enough to accommodate the fire, crash and emergency medical operations serving this airport. Suitable space is available for the emergency medical and fast response squads in the main terminal building. Implementation would eliminate the need for a new first aid station, resulting in an annual saving of \$40,000. *Action Required: Executive.*

**605. Lease the small aircraft operation at Hopkins.**

The city operates a small, fixed based operation to accomodate private aircraft. This service is not self-sustaining. By leasing the operation to a private contractor, the city could realize an annual saving estimated at \$60,000. The lease income is calculated at approximately \$4,000 per year. *Action Required: Executive.*

**606. Require reviews by the consulting engineer as part of the procedure for soliciting concessionaire bids.**

The department's consulting engineer does not become involved in lease negotiations until an agreement has been reached between the director and the proposed concessionaire. On occasion, this has resulted in subsequent operational problems. Therefore, the procedure should be modified to include a review by the consulting engineer in the initial stages of bid solicitation. *Action Required: Executive.*

**607. Dispose of surplus equipment.**

The airport has an x-ray unit and a computer which it never uses. The x-ray equipment should be reassigned to the Department of Public Safety and the computer could be donated to a vocational school. *Action Required: Council.*

**608. Increase parking fees at Hopkins.**

Current parking fees, which have not been changed since 1978, are considerably below those charged at other metropolitan airports. The existing schedule should be revised to bring it into line with comparable facilities. Implementation of this proposal would result in an estimated one-time income of about \$4.3-million. Subsequent annual revenues should be utilized to decrease landing fees now charged commercial airlines. *Action Required: Executive.*

## Department of Public Service

This department provides a variety of services to other city agencies as well as the public. It also coordinates requests from the City Council

for improvements and submits agency programs for review and approval by council.

## Present Operations

As chief operating officer, the Director of Public Service supervises a work force of 1,146 city-budgeted employees and 182 federally subsidized positions. The fiscal 1979 budget amounted to almost \$39-million. Activities are carried out by a general administrative staff and five divisions. The latter include the Divisions of Architecture; Waste Collection and Disposal; Engineering and Construction; Street Construction, Maintenance and Repair; and Motor Vehicle Maintenance. Subsequent reports provide details on these operations.

## Recommendations

The short tenure of present management personnel contributes to the serious cost and inefficiency problems in the major divisions of this department. Improved management reporting systems are needed, along with additional planning and control activities, to enhance overall efficiency.

### **609. Establish an effective management reporting system.**

No comprehensive systems are in place to supply the department's director with consistent information on the operating areas under his control. Standard weekly and monthly reports should be designed to provide appropriate management data. *Action Required: Executive.*

### **610. Improve planning, operating and control functions in the department.**

The effectiveness of this department's operations is severely restricted due to the lack of adequate planning, operating and control functions. To remedy this situation, all planning and control activities should be assigned to the current Secretary to the Director. Areas of responsibility would encompass route selection, capital improvement and equipment replacement budgets as well as program coordination with the Regional Planning Commission. In addition, the Assistant Director of Operations should supervise department projects and monitor day-to-day activities to ensure optimum utilization of resources. *Action Required: Executive.*

## Division of Architecture

This division furnishes city agencies with architectural and engineering services required for capital projects. It also prepares contract drawings and specifications, supervises construction activities and monitors payments made to contractors.

The Commissioner of Architecture supervises a staff of nine. The fiscal 1979 budget amounted to slightly over \$158,000. While the division is responsible for all city architectural and engineering services, the bulk of the work is contracted out.

## Recommendations

The division is inadequately staffed to perform its planning function effectively. The specific area of architectural construction is overstaffed.

### **611. Establish a Facilities Planning Section in the division.**

Surplus office space is evident in several city facilities. However, no expertise is available to provide comprehensive facilities planning capabilities. A new section should be established in the Division of Architecture to meet this

need. The staff would consist of an architectural facilities planner and a draftsman/interior designer. The annual cost is estimated at \$34,300. *Action Required: Executive.*

**612. Transfer one position to the city payroll.**

The staff architect is now paid with federal monies. This position should be placed on a permanent basis by transferring the incumbent to the city payroll. The annual saving of \$20,400 in federal funds will require an equal expenditure in local monies. *Action Required: Executive.*

**613. Maintain an inventory of all city-owned or leased property in the Division of Architecture.**

The city does not have an accurate record of the various buildings and lands it owns or leases. An up-to-date inventory should be established in the Division of Architecture. This activity would be upgraded and transferred to the proposed Bureau of Public Properties as described in the Department of Public Properties report. *Action Required: Executive.*

## Division of Waste Collection and Disposal

This division collects and disposes of waste products including bulk items on a weekly basis. It also provides sidewalk and street sweeping services to the downtown business district.

As chief operating officer, the Commissioner of Waste Collection and Disposal manages a work force of 550 including 128 federally subsidized positions. The fiscal 1979 budget amounted to nearly \$16-million, supplemented by approximately \$1.2-million in federal funds. Operationally, the division consists of a central administrative staff, collection units which employ the bulk of the personnel and disposal units. Collection routes are scheduled from three district stations while disposal is handled through direct hauling to landfill sites or use of two transfer stations. Bulk items and special collections are managed separately from general waste activities.

### Recommendations

The division does an adequate but inefficient job of collecting and disposing of waste and other rubbish. Operations are severely hampered by the lack of good management and the present condition of its vehicle fleet. In addition, established labor practices are responsible for excessive waste collection costs. Landfill availability is an additional problem.

**614. Establish an effective fleet management program.**

Operational efficiency in this division is severely reduced by the poor operating condition of the current fleet. No effective programs are in place to ensure timely replacements, standardized specifications or appropriate maintenance on an on-going basis. To correct this situation, the following actions should be taken:

- Develop standard specifications for vehicle chassis and compactor units in cooperation with the Division of Motor Vehicle Maintenance. This will improve repair capabilities and reduce parts' inventory requirements.

- Establish a vehicle replacement program to dispose of antiquated equipment and schedule subsequent replacements based on maintenance histories. Implementation would reduce the fleet from 148 vehicles to 119. A one-time expenditure of \$60,500 would be required for major repairs. However, the annual saving in current operating costs is estimated at \$281,000.
- Institute an on-going preventive maintenance program. Required standards should be developed in cooperation with the Division of Motor Vehicle Maintenance and training in appropriate procedures provided to all drivers and supervisory personnel.

*Action Required: Executive.*

**615. Improve the cost-effectiveness of residential waste collection.**

High levels of equipment downtime, excessive staffing requirements and a growing dependence on federally funded positions have produced a critical situation with respect to residential waste collection costs.

The city should implement a 10-year program to deal with this situation. Its ultimate objective would be to eventually contract two thirds of Cleveland's waste collection requirements from no less than two qualified service firms. Initially, the concept should be tested on a pilot basis by contracting with one vendor for 20% of the collection effort. The commercial contractors would also be responsible for all hauling to landfill sites, eliminating the need to use city trucks. Based on current costs, implementation of the pilot program should result in an annual saving of \$930,000. *Action Required: Executive.*

**616. Negotiate a fixed rate disposal contract if current residential waste collection costs cannot be reduced.**

Garbage disposal is handled in one of three ways: direct delivery to contracted landfill sites; hauling to Cleveland's Ridge Road transfer station; and use of the transfer station in the City of East Cleveland. Legislation has been sent to the City Council which would permit bypassing of the East Cleveland facility and construction of a second station for city operation. This would not be a cost-effective option. Instead, it would be more economical to negotiate a fixed rate contract which would include normal inflation escalations with the City of East Cleveland. Since East Cleveland's costs are 37% lower than those at Cleveland's Ridge Road transfer station, the annual saving would amount to almost \$1.2-million.

If this proposal cannot be implemented, the division should purchase an additional 35 trucks to function as a mobile transfer system for city areas which are in proximity to landfill sites. Calculations indicate the annual saving would amount to \$757,000, compared to the cost of a second transfer station. *Action Required: Executive.*

**617. Modify incentive system work practices.**

Over the years, division work practices have evolved into an incentive system which releases employees as soon as an area has been serviced. Thus, working time may vary from two to five hours, depending on waste volumes. This is a costly practice and must be modified.

To ensure more economical waste collection services, the incentive system should be replaced by a pay rate based on the number of homes served, the housing density and home tonnage factors. This approach is used by private contractors and should be tied into an overall route restructuring and crew size standardization effort. Based on current operating and personnel costs, the annual saving in personnel costs would amount to \$2.7-million, assuming each 20-yard packer would be able to service 570 homes per day compared to the existing average of 390. *Action Required: Executive.*

**618. Develop plans for an effective solid waste disposal and recovery system.**

The city is totally dependent on landfills for its waste disposal. These resources have a limited operational life span and longer-range plans must be developed. One alternative would be to work with the county on its project to implement a solid waste disposal and recovery system by 1986. *Action Required: Executive.*

**619. Reactivate the division's management information reporting system.**

In 1973, a federally-sponsored study was completed which restructured division routes and documented management operating procedures into a plan of action. A supporting management information system was put into operation at the same time to provide timely decision-making data. However, operation of the system was discontinued in 1975. Considering the substantial value of the management information which was provided, the system should be reactivated and the plan of action updated. The one-time cost of implementation is estimated at \$60,000 while the annual expenditure would be \$10,000. Eventually, this system should run on the city's computer. *Action Required: Executive.*

**620. Establish a position of senior clerk at each division station.**

A variety of people in various job classifications are used as timekeepers at the division's five stations. It would be more cost-effective to establish a standard position of senior clerk with prescribed duties. Efficiency and accuracy should also improve. The proposed replacement would result in a net annual saving of \$35,000. *Action Required: Executive.*

**621. Install an electronic security system at the waste collection facilities.**

A staff of 11 provide guard services at the division's five waste collection facilities. Installation of an electronic security system would eliminate the need for these positions. The one-time cost is estimated at \$100,000 while the annual saving would amount to approximately \$173,000. In addition, direct tie-in to police and fire would improve security. *Action Required: Executive.*

**622. Eliminate manual cleaning of curbs and sidewalks in the business district.**

The manual sweeping of curbs and sidewalks during the business day is an ineffective, costly service and should be discontinued. Instead, a program should be developed in cooperation with downtown merchants to coordinate cleaning activities with the machine operations carried out at night by the city. Implementation would eliminate 36 positions for an annual saving of \$590,000. *Action Required: Executive.*

**623. Contract for management of the Ridge Road transfer station.**

It costs the city \$20 a ton to operate this facility. This compares to a cost of \$12.59 a ton for a private operator in East Cleveland. Given this savings potential, the city should contract for management of its Ridge Road transfer station. The estimated annual saving would amount to \$700,000. *Action Required: Executive.*

**624. Install engine and transmission protection systems on the city's waste disposal packers.**

The Division of Waste Collection and Disposal spent approximately \$400,000 in 1979 to repair engines and transmissions in its fleet of packers. This expense could be substantially reduced through the installation of available protective systems. The one-time cost is estimated at \$20,000. The annual saving should amount to \$300,000, based on current expenditures. *Action Required: Executive.*

## Division of Engineering and Construction

This division provides a variety of engineering and construction services required by the department. Its responsibilities encompass all public improvements other than buildings including sidewalks, streets, freeways and right-of-way projects.

As chief operating officer, the Commissioner of Engineering and Construction supervises a work force of 112. The fiscal 1979 budget amounted to nearly \$2.5-million. Offices are maintained in two locations while division activities encompass the following areas: Administration; Design, Freeways and Specifications; Construction Inspection and Testing; Bridge Maintenance and Structures; Sidewalks; Field Surveys; and Plats and Surveys.

### Recommendations

The division is performing effectively with respect to its design, contract administration and construction inspection responsibilities. However, over-staffing is evident in some areas while others require additional personnel.

**625. Revise division staffing levels.**

A review of division activities indicates several areas where personnel are not being utilized effectively. In addition to instances of overstaffing, certain functions do not have adequate personnel, thus limiting their ability to provide needed services. The following changes are proposed to remedy this situation:

- Reassign the duties of the receptionist to the division's senior clerk, typist and payroll clerk to reduce the administrative staff by one position.
- Eliminate one chief inspector's position in the Bureau of Sidewalks to improve utilization of the two remaining chiefs.
- Add two draftsmen to the design function of the Design, Freeways and Specifications Section to accommodate projects scheduled for 1981.

- Combine the Field Surveys Section with the Plats and Surveys Section to eliminate duplicative field work. This change, combined with the acquisition of an electronic distance measuring device and two theodolites for survey work, would make it possible to reduce the overall staff by eight positions.
- Supplement division personnel with temporary summer help and permit supervisors to substitute additional pay for vacation time during peak periods. By initiating a program to use college students in the division, it should be possible to hold permanent staff levels down and ensure a means of attracting future full-time employees.

Based on current operating costs, implementation of these proposals would provide a net annual saving of about \$136,000. The one-time cost for recommended survey equipment is estimated at \$22,500. *Action Required: Executive.*

**626. Develop a bridge renovation and maintenance program.**

There has been a substantial decline in bridge reconstruction and maintenance funding. As a result, bridges for which the city has responsibility are rapidly becoming impassable, constituting both a travel inconvenience and a safety hazard. A long-range program must be put into effect to provide proper renovation and maintenance to upgrade the 143 bridges in the city to a reasonable degree of safety. The annual cost, over a 10-year period, is projected at \$6-million in local, \$6-million in state and \$20-million in federal funds. *Action Required: Executive.*

**627. Obtain state certification to increase federal reimbursements for design work on street resurfacing projects.**

The state's Department of Transportation has not given the Division of Engineering and Construction official recognition as a certified engineering agency. Thus, the division is prevented from obtaining maximum reimbursements from the federal government for preliminary design work on certain types of street resurfacing projects. Steps should be taken to obtain the necessary certification. If granted, the change in status would qualify the city for an estimated \$104,000 annually in increased federal monies. *Action Required: Executive.*

**628. Purchase additional laboratory equipment and repair the centrifuge.**

The materials testing laboratory does not have sufficient equipment to perform field evaluations and lab tests required by current projects. Purchasing the needed items and repairing the existing centrifuge would require a one-time expenditure of \$5,000. Equipment should also be calibrated annually. The cost would be minimal. *Action Required: Executive.*

## Division of Street Construction, Maintenance and Repair

This division is responsible for maintaining and repairing city streets. It also handles snow and ice removal during the winter months as well as cleanup activities required for streets, alleys and vacant lots.

The Commissioner of Street Construction, Maintenance and Repair directs a work force of 466. The fiscal 1979 budget amounted to almost \$13.5-million. Street and vacant lot cleaning as well as snow removal services are provided from five district yards, utilizing a staff of 284. Resurfacing, street and curb repair activities operate from three yards with 112 employees. Other duties in the division encompass equipment and building maintenance, street opening and safety inspections as well as permit issuance.

## Recommendations

The division is fulfilling its service mission. More cost-effective procedures are needed to reduce operating expenditures.

### **629. Contract for street resurfacing and increase the division's repair function.**

The division is not able to handle street resurfacing competitively. Contracting for street resurfacing and buying asphalt from private vendors would reduce annual operating expenditures by an estimated \$1.7-million based on current costs. This would include a reduction of 19 positions in the work force. The change would also permit the enlargement of street repair activities. *Action Required: Executive.*

### **630. Improve utilization of the truck fleet.**

Special equipment, which is costly to maintain, has been leased by the city for snow removal purposes. Other city-owned vehicles, such as the dump trucks assigned to the Division of Water and Heat, could be adapted to do this work more economically under a reimbursement arrangement. A one-time expenditure of \$125,000 would make this possible. The annual saving in lease costs is estimated at \$576,000. *Action Required: Executive.*

### **631. Modify city trucks for construction and repair work.**

In fiscal 1979, the division spent \$272,000 to hire appropriate trucks for use by its repair and construction crews. A one-time expenditure of \$75,000 would enable city-owned vehicles to be converted for this purpose. Based on fiscal 1980 estimates, the annual saving would amount to \$350,000. *Action Required: Executive.*

### **632. Reduce the staff of street permit supervisors.**

A total of 20 supervisors conduct continuous on-site inspections to assure compliance with provisions of issued street permits. These activities should be restricted to checks of back filling, opening surfaces and oversize movements. Implementation would reduce staff needs to three positions for an annual saving of \$204,000. Two cars should be added to the division fleet for the supervisors' use. The one-time cost is estimated at \$12,000. *Action Required: Executive.*

### **633. Use cold patch repairs during the winter.**

Street repairs are handled with hot patch mixtures. By substituting cold patch work during the winter, as is done in other Ohio cities, current operating expenditures could be reduced by \$54,000. *Action Required: Executive.*

### **634. Adjust opening permit fees.**

Fees for street opening permits have not been adjusted since 1976 and no longer cover service costs. The charges should be increased to \$50 for a 15-day permit and \$100 for 30 days. The annual income is estimated at \$186,000. *Action Required: Council.*

# Division of Motor Vehicle Maintenance

This division is responsible for the acquisition, maintenance and assignment of all motor vehicles and equipment allocated to the Department of Public Service. It also provides services to other city agencies.

As chief operating officer, the Commissioner of Motor Vehicle Maintenance supervises a work force of 179 including 20 federally subsidized positions. The fiscal 1979 budget amounted to nearly \$6.8-million. Division personnel are responsible for establishing purchasing specifications for department vehicles and equipment. Maintenance services include engine overhauls, body work and replacement of worn parts as well as tuneups, oil changes and refueling. Day-to-day operations are managed by three supervisors who are responsible respectively for: Administration, Specifications/Bid Analysis and Maintenance.

## Recommendations

About 40% of the city's fleet is inoperative due to the lack of an effective preventive maintenance program. Overall control of all city vehicles and equipment is not vested in the division, resulting in various inefficiencies.

### **635. Consolidate responsibility for the city's fleet under the Commissioner of Motor Vehicle Maintenance.**

Vehicle maintenance functions are performed by at least eight city agencies in addition to the Division of Motor Vehicle Maintenance. This fragmentation of responsibility hinders effective control of operating costs as well as efficient provision of necessary services. Therefore, the Mayor should centralize authority for vehicle maintenance activities under the division's commissioner. This would entail the eventual transfer of all personnel assigned to such functions in other departments to the division and would be accomplished over an appropriate time period. *Action Required: Executive.*

### **636. Establish repair facilities at major fleet reporting locations.**

Many of the locations which house city vehicles have no convenient repair or service facilities to provide maintenance. To correct this situation, the division should establish satellite service functions at the six police district stations, the Justice Center and the Willard Garage. Additional facilities now serving only a single department should be used for all agencies in the vicinity and duplicative operations disbanded. The one-time cost for necessary equipment is estimated at \$78,000 while the annual operating expenditure would amount to almost \$214,000. *Action Required: Executive.*

### **637. Revise the management structure to reflect expanded division responsibilities.**

The division now consists of three operational areas: Administration, Specifications/Bid Analysis and Maintenance. The respective supervisors report directly to the commissioner. Given the substantial increase in responsibilities proposed for the division, the management structure should be revised to provide more effective supervision and control.

Under the proposed approach, maintenance activities would be separated into two units through the addition of a second supervisor. Both the current and proposed positions would report to another new management post

of assistant commissioner. Specifications/Bid Analysis and Administration would continue to report directly to the commissioner. In addition, a control unit would be established under the proposed assistant commissioner to track vehicle maintenance and repair activities. The annual cost of implementation would amount to an estimated \$50,400 for the two new managers. *Action Required: Executive.*

**638. Improve fuel dispensing activities.**

The city is expected to spend more than \$3-million in 1980 to fuel and lubricate its fleet. No program is in effect to accomplish this efficiently and track use for control purposes. To accomplish this objective, the current network of 78 fuel dispensing facilities should be consolidated to 40. Under the proposed approach, all city vehicles and equipment would be served at 19 locations while 21 would be restricted to services for offroad equipment. Appropriate controls should also be instituted to account for fuel and oil usage. Based on projected costs, the annual saving should amount to \$790,000. The sale of surplus heating fuel at one location should provide a one-time income of \$1,500. *Action Required: Executive.*

**639. Establish standard policies regarding use of city vehicles.**

The lack of an overall city policy has resulted in inconsistent approaches to the assignment and use of vehicles by various agencies. A committee consisting of the Director of Finance, the Director of Management and Budget and an executive assistant from the Office of the Mayor should be formed to develop necessary policies and criteria. *Action Required: Executive.*

**640. Establish an optimum size for the city's fleet.**

Criteria are not available to establish actual fleet requirements for city agencies. A program should be initiated under the direction of the Commissioner of Motor Vehicle Maintenance to identify usage levels, pooling options and other pertinent data. This information should be used as the basis for quantifying the number of vehicles needed by the city as well as appropriate replacement cycles. Based on industry standards, a brief review indicates effective fleet sizing could result in a reduction of over 500 vehicles. This would provide a one-time saving of \$4.2-million in projected capital expenditures as well as an annual saving of more than \$1-million in operating costs. *Action Required: Executive.*

**641. Use private sector resources to establish appropriate vehicle specifications and develop effective operating procedures.**

Specialized expertise is needed to help the Division of Motor Vehicle Maintenance establish cost-effective vehicle specifications for the city's fleet and ensure efficient operating procedures. Advice should be sought on a consulting basis from private sector organizations specializing in fleet management activities. *Action Required: Executive.*

**642. Implement a cost-effective vehicle replacement program.**

City agencies now develop their own vehicle replacement budgets and specifications. In many instances, this results in unnecessary expenditures or excessive repair costs. The Commissioner of Motor Vehicle Maintenance should develop cost-effective replacement criteria—including vehicle specifications for use by city agencies. The resulting budget proposals should then be reviewed and approved by the Commissioner of Motor Vehicle Maintenance. *Action Required: Executive.*

**643. Complete a checklist for each vehicle used.**

Daily inspections are an important factor in preventive maintenance and timely repair. Procedures should be instituted to require drivers to complete a checklist on any vehicles assigned to their use. *Action Required: Executive.*

**644. Identify major breakdowns caused by driver abuse.**

Vehicles may require major repairs for any number of reasons. However, unless the causes are identified, appropriate steps cannot be taken to correct recurring abuses. The city now has an accident control function which investigates collisions involving agency vehicles. Its responsibilities should be expanded to include follow-ups on major repair requirements where driver abuse is the probable cause. *Action Required: Executive.*

**645. Improve security at the Harvard facility.**

Problems are being experienced with break-ins and pilferage at the division's Harvard facility. To eliminate current losses, a separate, fenced parking area should be provided for employees and appropriate security measure implemented at the facility. The one-time cost is estimated at \$40,000 while the annual saving should amount to \$250,000. *Action Required: Council.*

**646. Conduct a physical inventory at the main storeroom and warehouse.**

Current inventory procedures are inadequate to control stocking levels at the division's main storeroom and warehouse. A complete physical inventory should be conducted to update records, identify obsolete items and establish appropriate control procedures. In addition, the storeroom and warehouse operations should be physically consolidated and placed under a single supervisor. Implementation would reduce staff requirements by five positions for an annual saving \$80,400. The one-time income from a sale of surplus parts is estimated at \$50,000. *Action Required: Executive.*

**647. Provide a central storage area for salvage and ensure timely disposal.**

A substantial amount of surplus or salvage items are kept at various facilities with no procedures to ensure timely disposal. To remedy this situation, a central storage area should be established to accept items identified as surplus so they can be sold as quickly as possible. Based on current inventories, the one-time income would be approximately \$52,000. *Action Required: Executive.*

**648. Implement an effective preventive maintenance program.**

City vehicles are not maintained in a manner which would reduce the incidence of major breakdowns. As part of its new responsibilities, the Division of Motor Vehicle Maintenance should develop and implement an effective program of preventive maintenance for the city's fleet of vehicles and equipment. *Action Required: Executive.*

**649. Accumulate operating and maintenance data on fleet vehicles.**

The division has no means at its disposal to obtain comprehensive, timely data on fleet operations, costs, charges to user agencies and other items required for effective control. A software system, donated by industry, should be implemented to generate necessary information on all aspects

of the city's fleet activities. The one-time cost is estimated at \$36,000 while the annual expenditure would amount to \$52,400. *Action Required: Executive.*

**650. Allocate funds for immediate repair of 100 vehicles and establish priorities to eliminate the remaining backlog.**

The division has a backlog of 146 vehicles which require repairs. Funding should be allocated immediately to put 100 of them back into service. An evaluation of the remaining units should be made to determine if it is economically feasible to place some of them back in operation. The one-time cost is estimated at \$30,000. *Action Required: Executive.*

83 6 198052 0 029 BA *Or* 6177  
*REVB'D*